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ACTIVITIES OF THE INTER-AGENCY PROCUREMENT SERVICES OFFICE

Report of the Administrator

I. PURPOSE

1. A comprehensive report on the activities of the Inter-Agency Procurement Services Office (IAPSO) was presented to the Executive Board at its first regular session 1996 in document DP/1996/7. That document was submitted in line with the IAPSO budget strategy for the 1996-1997 biennium, and to respond to recommendations resulting from the Board of Auditors' review of IAPSO activities as part of the audit exercise for the 1994-1995 biennium.

2. Upon consideration of document DP/1996/7, the Executive Board reaffirmed the mandate of IAPSO as being: (a) to promote inter-agency cooperation and coordination through research and development on procurement-related matters, where possible finding ways of making such activities self-financing; and (b) to provide procurement services to organizations of the United Nations system and its partners in development (see decision 96/2 of 17 January 1996, paras. 2-3). In addition, IAPSO was requested to present a consolidated biennial report to the Executive Board on its activities, and to provide a full statistical report on United Nations system procurement at its third regular session 1996 (decision 96/2, para. 5).

3. The present report provides a brief update on the information presented in document DP/1996/7, highlighting the developments and results achieved by IAPSO since 1994, as well as activities planned for the future. The report also provides summary statistics on procurement, in particular, from developing and underutilized major donor countries (UMDCs). Detailed United Nations system procurement statistics may be found in the IAPSO 1995 Annual Statistical Report, which has been distributed to the Executive Board separately.

II. RESEARCH AND DEVELOPMENT ACTIVITIES

4. The research and development activities of IAPSO are carried out in the context of the guidance provided by the Inter-Agency Procurement Working Group (IAPWG). IAPSO has continued its role as the IAPWG secretariat, convening its annual meetings and the ad hoc meetings of technical sub-working groups. Based on discussions held by IAPWG aimed at improving procurement coordination, efficiency, transparency and information-sharing within the United Nations system, the main achievements of IAPSO since 1994 are described below.

Harmonization of procurement procedures among United Nations organizations

5. In 1994, IAPWG initiated the review of pertinent provisions of the model law for procurement of goods, construction and services, which was developed by the United Nations Commission on International Trade Law for adoption by Governments. The objective of the IAPWG was to develop an overall set of principles to guide United Nations system procurement, in order to provide transparent guidelines for suppliers on how to do business with the United Nations system. As a result of this work, Common Guidelines for Procurement by Organizations in the United Nations System were developed and adopted by IAPWG in 1996. These guidelines will be published in the IAPSO "General Business Guide".

6. In 1995, to further harmonize procurement procedures, IAPWG initiated efforts to define standard terms and conditions on contracts for procurement of goods and services. IAPWG will continue to work on this subject during 1996, in collaboration with the United Nations Office of Legal Affairs, with a view to adopting such standard terms and conditions at its 1997 meeting.

7. IAPWG has defined the concept of "lead agency" to guide coordinated procurement for selected product groups. The lead agency is defined as the United Nations organization which (a) represents a major share of such procurement; (b) has the necessary technical competence; and (c) is committed to coordinated procurement. The lead agency assumes technical responsibility for the products involved and, in cooperation with IAPSO, provides all United Nations agencies with access to information on direct procurement.

8. In support of coordinated procurement, standardization of basic specifications and collective price arrangements for common-user items have thus far been undertaken for motor vehicles, office equipment and electric generators. Use of the resulting umbrella contracts has resulted in an estimated direct annual savings of $20 million on some 10,000 purchase orders throughout the United Nations system, including those from country offices. Additional benefits have accrued due to simpler administration of procurement by waiving further competitive bidding for the period of validity of such contracts.

Procurement of emergency relief items

Compendium of basic specifications

9. The compendium, which includes specifications for items required during the first phase of an emergency, is intended to facilitate cost-effective procurement, improve emergency-preparedness and provide guidelines for donations of emergency items. The first volume was published by IAPSO in 1995, covering 265 non-medical items. This catalogue was developed at the initiative of IAPSO, under the guidance of lead agencies for each category of items and with the assistance of non-United Nations humanitarian aid organizations. The second volume, which covers the basic specifications of 315 medical items and for which the lead agency has been the World Health Organization (WHO), has been finalized for publication in 1996.

Database of Items for the Relief of Emergencies (DIRE)

10. In an effort to improve efficiency and timeliness in the delivery of humanitarian emergency assistance and facilitate competitive bidding under urgent requirements, a database of commercial supply sources for emergency items is under development. The lead agency for each commodity group will assist IAPSO in identifying qualified suppliers for registration in DIRE. The database will include supplier profile, product specifications, stock levels and indicative prices.

Technical Aids for Disabled Persons

11. In 1995, the World Summit for Social Development accorded high priority to assisting disabled persons in developing countries, through easy access to appropriate technical aids, as a means to contributing towards poverty alleviation of a particularly disadvantaged group of people, including victims of land-mines. A priority list of such technical aids was established by IAPSO, in cooperation with 25 United Nations and non-United Nations humanitarian aid organizations, including the European Commission. Financial support for the start-up phase of this project, i.e. developing specifications, has been granted by the Norwegian Government.

United Nations Common Coding System (UNCCS) Maintenance Secretariat

12. UNCCS was developed by IAPSO as a practical tool to facilitate the interchange of data on sources of supplies in a common database and to simplify statistical reporting. UNCCS presently covers some 17,000 types of goods and services and is being expanded on an ongoing basis.

13. During 1995, the UNCCS thesaurus in English was updated and published, and for the first time, Spanish and French versions were also published. In addition, updated tables correlating UNCCS with the Community Procurement Vocabulary (CPV), Harmonized System (HS) and Standard International Trade Classification (SITC) coding systems were prepared and issued.

14. Most United Nations organizations have already adopted UNCCS for the coding of goods and services. The World Bank has adopted UNCCS for their Database of

Consulting Organizations (DACON), and UNDP is using UNCCS for coding the professional expertise of individual consultants. Moreover, the North Atlantic Treaty Organization has also expressed a keen interest in developing a correlation between UNCCS and their classification system for peace-keeping applications.

15. In order to cope with the increased demand for user services, a UNCCS Maintenance Secretariat was established in Oslo, Norway, as an IAPSO sub-office and has been operational since early 1996. The Government of Norway has provided funding for the initial three years of operation, after which it is expected that the operation will become self-financing.

16. With the increased usage of Internet and electronic communications, a need has arisen for a universal language for communicating product descriptions and/or specifications. To cater to this need, it is envisaged that IAPSO, through the UNCCS Maintenance Secretariat, will be increasingly involved in activities related to "electronic commerce", such as the use of UNCCS for messaging standards and bar-coding.

United Nations Supplier Database (UNSD)

17. The United Nations Supplier Database (UNSD), previously known as the Common-Vendor Database, is a tool for the interchange of information on suppliers used by United Nations organizations over the past five years. Information is provided to IAPSO, either in electronic form or as vendor reports, and updated versions are distributed regularly, both to United Nations agencies and, since 1994, to all UNDP country offices. UNSD contains over 7,000 active suppliers, with 27 per cent from developing countries and 12 per cent from UMDCs, and is actively used by the United Nations system. UNSD is complementary to other supply sources, thus promoting wider geographical distribution of contracts. IAPSO provides country offices with the necessary software to establish local supplier rosters and encourages them to report successful suppliers to IAPSO for inclusion in UNSD.

General insurance schemes

18. IAPSO has negotiated global insurance policies for fellows, experts and consultants in the United Nations system.

19. Fellowship insurance covers a large number of personnel categories, with policy options for medical expenses and death and disability. In 1994 and 1995, some 42,500 man/months of fellowships were included and 23 United Nations agencies used the scheme. The policy is renewed annually, in 1996, without any increase in premium rates.

20. Global compensation for experts and consultants is designed to protect the United Nations from claims arising from benefits guaranteed under Appendix D to the United Nations staff rules. It provides adequate coverage in the event of illness, injury or death attributable to the performance of official duties of experts and consultants on fixed-term contracts and special service agreements. The policy runs for three years, 1994-1996, and is used by UNDP, the United Nations Population Fund and the Office for Project Services (UNOPS). In 1994,

3,360 expert person/months and 6,360 consultant person/months were covered through the scheme, and a slightly higher number in 1995.

Environmental concerns in procurement

21. In 1995, IAPSO launched the Green Office Initiative in cooperation with the United Nations Environment Programme (UNEP), aiming at promoting concern for environmental issues in office maintenance and administration. Thus far, UNDP has identified 10 country offices to implement this initiative on a pilot basis. IAPSO also introduced environmental specifications in the 1995 bidding exercise for United Nations umbrella contracts.

22. In line with the "green office" concept, a committee was formed to promote environmental concern within the Copenhagen-based United Nations organizations (WHO, United Nations Children's Fund, the United Nations Information Centre and IAPSO). The committee has tackled such issues as the purchase of recycled paper, remanufactured toner cartridges, "green" office supplies and energy efficiency.

23. To facilitate the implementation of concern for the environment in the supply chain, IAPSO is developing a practical guide and training package on "green" procurement.

Promoting transparency and information-sharing on United Nations procurement

24. IAPSO has continued to promote information on the procurement activities of the United Nations system through advisory services and publications targeted at the business community.

25. The General Business Guide of the United Nations system is published in English, French and Spanish and revised on an annual basis, in close cooperation with all United Nations organizations. Some 10,000 copies are distributed annually, at business information seminars, to companies requesting market advice, and through United Nations agencies. IAPSO also cooperates with national trade-promotion focal points in bringing market information to the business community, promoting transparency in procurement activities of the United Nations system.

26. The monthly bulletin "Procurement Update" is published by IAPSO and provides information on newly approved UNDP-funded projects of interest to the business community and major contracts awarded and procurement notices from United Nations agencies. "Procurement Update" is distributed through the network of national trade promotion focal points and permanent missions. The bulletin is also available directly to companies through an electronic bulletin board, which will gradually be replaced by distribution through Internet.

Increasing geographical distribution of procurement

27. As mandated by the General Assembly and the Executive Board, IAPSO has continued its efforts towards promoting increased procurement from developing and UMDCs.

Developing countries

28. As a step towards increased awareness of national capacity in developing countries, specific projects have been completed, jointly with national focal points, to identify potential supply sources in Malaysia, the Republic of Korea, Singapore and South Africa. Country catalogues covering information gathered through the above-mentioned projects have been widely distributed to United Nations organizations, country offices and non-governmental organizations (NGOs). In association with national focal points, business seminars were organized in Cyprus, Malaysia, the Republic of Korea, Singapore, South Africa and Zimbabwe in 1994 and 1995, and in early 1996, in the Czech Republic and Slovakia, on how to market goods and professional services to the organizations of the United Nations system.

29. The annual meetings of IAPWG, held in developing and industrialized countries on a rotating basis, include activities to assess the commercial capacity of host countries and provide information on United Nations system requirements.

Underutilized major donor countries

30. Donor countries such as Denmark, the Netherlands, Norway and Sweden have been recognized as underutilized in the procurement of goods and services for UNDP-funded projects. With the assistance of national focal points, IAPSO catalogues on potential suppliers in Denmark, the Netherlands, Norway and Sweden were updated and widely circulated to United Nations organizations, NGOs and country offices. To create an awareness among the business community about the potential and nature of items procured by the United Nations system, 11 business seminars were organized in the above countries during 1994-1995.

31. UMDC status is established based on relative share of procurement in relation to voluntary contributions to UNDP. However, at the request of IAPWG, IAPSO initiated a revision of the formula by which UMDC status is determined. The revised formula was presented to IAPWG in 1996 and is being refined, based on its comments, to provide the flexibility for each individual agency to establish UMDC status for its own purposes, based on common criteria. However, UNDP will continue to require that, for all UNDP-funded projects, the UNDP list of UMDCs be used.

III. IAPSO PROCUREMENT SERVICES

32. In addition to its inter-agency role in research and development for procurement-related activities, IAPSO is mandated to provide procurement services to United Nations agencies and partners in development. These services are provided mainly in the form of advice, training and direct procurement.

33. The volume of procurement handled by IAPSO has grown steadily over the past few years. At $48.2 million in 1994, an increase of 9.5 per cent over the previous year, it reached $56.8 million in 1995, an increase of 16.5 per cent. Growth is continuing in 1996 at a rate of about 15 per cent, based on the

results of the first five months of the year. Table 1 below summarizes the volume of IAPSO direct procurement by major product group.

Table 1. IAPSO procurement volume by major product group, 1994-1995

(In millions of United States dollars)

	1994		1995	
Product group	Amount	Percentage	Amount	Percentage
Motor vehicles and spare parts	40.7	84.5	43.9	77.2
Computers	3.1	6.4	3.2	5.6
Office equipment/furniture	1.6	3.3	1.8	3.2
Agricultural equipment	0.5	1.0	1.4	2.5
Laboratory equipment	0.4	0.8	3.4	6.0
Power generators	0.3	0.6	0.7	1.2
Other	1.6	3.4	2.4	4.3
TOTAL	48.2	100.0	56.8	100.0

34. IAPSO also provides expert advice to organizations in the United Nations system on all matters related to the procurement of light and commercial project vehicles. In addition, more than 1,900 units were purchased in 1995 for partners cooperating with UNDP, realizing important savings. The purchase of vehicles represented 77.2 per cent of total procurement in 1995, while in 1994 it accounted for 84.5 per cent. Growth in procurement took place in other groups of commodities, namely, computers, office equipment, communication and audiovisual equipment, power generators and laboratory equipment, which represented 22.8 per cent of the total dollar value of procurement in 1995, compared to 15.5 per cent of the total value of procurement in 1994. The trend towards diversification of the type of goods that IAPSO procures will continue, as required by the cooperating partners.

35. In 1995 the average contract size rose to $24,500, compared with $22,000 in 1994. Continuous staff training helped to foster an action orientated team, with focus on quality and accountability.

Services for UNDP and its partners

36. IAPSO continues to pursue the goal of strengthening the position of UNDP and promoting coordination with partners in aid, both inside and outside the United Nations system. In this connection, IAPSO has developed an integrated procurement service concept, which includes the provision of technical advice, sourcing, the supply of common-user items and counterpart training in procurement.

37. Table 2 below summarizes the volume of IAPSO direct procurement services provided to its different clients.

Table 2. IAPSO procurement services by client group, 1994-1995

(In millions of United States dollars)

	1994		1995	
Client group	Amount	Percentage	Amount	Percentage
UNDP	3.8	7.9	4.2	7.4
NGOs, donor development agencies	23.5	48.8	28.3	49.7
Programme country Governments	13.3	27.5	16.4	28.9
United Nations organizations	2.1	4.3	2.5	4.5
United Nations staff	5.5	11.5	5.4	9.5
TOTAL	48.2	100.0	56.8	100.0

38. Donor government development agencies and NGOs remain prime customers of IAPSO services, accounting for about half of the annual turnover. IAPSO has established an efficient partnership in procurement for development assistance and emergency relief with numerous international NGOs, such as Médecins sans frontières (Belgium) (Doctors Without Borders), Cooperative for American Relief Everywhere International, Save the Children Fund (United Kingdom) and bilateral donor development agencies in Germany, the Netherlands and all Nordic countries.

39. Programme country Governments have been increasingly assisted by IAPSO in implementing programmes funded by UNDP and by multilateral lending institutions. In 1995, the volume of this procurement accounted for 28.9 per cent, compared with 27.5 per cent the year before.

40. As indicated above, IAPSO provides assistance for procurement to UNDP country offices through direct access to umbrella contracts for common-user

items negotiated by IAPSO and other means (e.g., catalogues, UNSD, etc.) for direct procurement sourcing. Nevertheless, 7.4 per cent of direct procurement by IAPSO was on behalf of UNDP country offices or for projects under national execution in 1995, slightly down from 7.9 per cent of total procurement in 1994.

41. IAPSO also continued to assist United Nations staff and field experts of eligible organizations, primarily with the supply of vehicles for private use to facilitate start-up of their assignments in programme countries. In 1995, this accounted for 9.5 per cent of total procurement, a decrease from 11.5 per cent in 1994.

Procurement training

42. During the period 1994-1995, IAPSO organized 10 training courses with 220 participants from United Nations organizations, UNDP country offices and other UNDP counterpart organizations. In November 1994, the first country-level training programme in support of national project execution was organized in Nairobi, Kenya and in 1996, similar courses were held in Kuala Lumpur, Malaysia, Lima, Peru and Harare, Zimbabwe, with the participation of UNDP country offices in the respective regions. All training is focused on increased professionalism in local and international procurement, in order to strengthen local capacities to handle procurement directly, in an efficient and accountable manner. The courses are self-financed, through a modest participation fee.

IV. FUTURE DEVELOPMENTS

43. In line with decision 95/28, direct procurement and training services will continue to be provided by IAPSO on a cost-recovery basis, while research, development and information activities, which are considered the core functions of IAPSO, should continue to be provided free of charge to United Nations organizations, financed by UNDP.

44. Notwithstanding the above, IAPSO has started to provide such publications as the General Business Guide and the UNCCS thesaurus for a modest fee to companies in industrialized countries. In addition, the compendium of basic specifications for emergency relief items is being provided upon request to the private firms at a fixed price per copy.

45. The long-standing efforts of IAPSO to streamline procurement operations while safeguarding the accountability and transparency required in the utilization of public funds provide the basic justification for the continued commitment to coordinated procurement with United Nations organizations. The recent decision to relocate the UNOPS Procurement Projects Division to Copenhagen opens new areas of potential cooperation between the two entities in several areas: the comparative advantages of IAPSO and UNOPS can be better utilized, by projects under national execution and through country offices, to offer high-quality and cost-effective services to the development community. Both IAPSO and UNOPS have already developed avenues of cooperation with the NGO community, which could be strengthened through joint marketing of services. The fact that IAPSO and UNOPS are to share common premises in Copenhagen should lead

to the streamlining of both financial and administrative services, which would benefit both entities and provide the synergy for expanded activities.

V. 1994-1995 STATISTICAL DATA ON PROCUREMENT

46. As noted in paragraph 3 above, the IAPSO publication 1995 Annual Statistical Report has been distributed to the Executive Board separately. A summary of the information in that report may be found in the paragraphs below.

47. It must be noted that the term "procurement" refers to the acquisition of goods and services on the basis of country of purchase and not the origin of the item or service, since it has become increasingly difficult for United Nations organizations to report procurement statistics based on origin of goods and services. The statistics highlight results of procurement from developing countries and UMDCs.

48. The 1995 report draws on information from 130 UNDP country offices and 35 United Nations agencies. However, it must be noted that some agencies are still experiencing difficulties in reporting, often linked to timing, inadequacy of computerized systems for statistical reporting and limited staff resources.

49. Total procurement of goods and services for 1994 and 1995 were almost identical, at $3.67 and $3.69 billion, respectively. Procurement from developing countries was slightly lower in 1995 than in 1994, but represents about one third of total procurement in 1995. Table 3 illustrates the developments.

Table 3. Procurement funded from all sources, 1994-1995

(In millions of United States dollars)

	1994			1995		
Procurement	Goods	Services	Total	Goods	Services	Total
Developing countries	908.8	408.1	1 316.9	687.8	557.7	1 245.5
Percentage	38.5	31.2	35.9	29.2	41.8	33.8
UMDCs a/	167.3	47.4	214.7	147.0	61.2	208.2
Percentage	7.1	3.6	5.9	6.2	4.6	5.6
TOTAL PROCUREMENT	2 363.4	1 306.9	3 670.3	2 355.2	1 335.5	3 690.7

a/ Denmark, Netherlands, Norway and Sweden.

50. Procurement under UNDP funding, which increasingly is carried out under the mode of national execution, has increased substantially, resulting in a lesser share of procurement originating in industrialized countries. Further delegated authority for procurement to field operations by United Nations agencies reinforces the trend. In 1995, an increase in procurement from UMDCs is recorded. Table 4 below illustrates the development over the past two years.

Table 4. UNDP-funded procurement, 1994-1995

(In millions of United States dollars)

	1994			1995		
Procurement	Goods	Services	Total	Goods	Services	Total
Developing countries	48.6	85.1	133.7	55.7	146.6	202.1
Percentage	46.0	69.8	58.8	38.7	91.6	66.7
UMDCs	4.5	2.2	6.7	10.3	1.5	11.8
Percentage	4.3	1.8	2.9	7.3	1.0	3.9
TOTAL PROCUREMENT	105.7	121.8	227.5	143.4	160.0	303.4

VI. EXECUTIVE BOARD ACTION

51. The Executive Board may wish to:

1. Take note of the report of the Administrator on the activities of the Inter-Agency Procurement Services Office in 1994 and 1995, and the contribution by the Office to coordination of procurement activities, improved transparency in operations and promotion of competition for contracts within the United Nations system;

2. Take note of the 1995 Annual Statistical Report on procurement by the United Nations system, and welcome the consolidated reporting of such data;

3. Recommend that IAPSO continue to explore ways to enter into arrangements for coordinated procurement with United Nations entities, drawing on the respective strengths of each entity.

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UNDP: FINANCIAL, BUDGETARY AND ADMINISTRATIVE MATTERS

UNITED NATIONS REGULAR AND EXTRABUDGETARY TECHNICAL COOPERATION EXPENDITURES

Report of the Administrator

Information on United Nations system regular and extrabudgetary technical cooperation expenditures financed from sources other than UNDP, 1995

I. PURPOSE

1. To facilitate the work of the Executive Board, the present report (in response to Governing Council decision 81/34 of 27 June 1981) contains a summary of: (a) non-UNDP financed technical cooperation expenditure undertaken by the agencies, including the United Nations Population Fund (UNFPA); (b) contributions to support the extrabudgetary expenditures of the agencies; (c) expenditure by the United Nations Development Programme (UNDP); (d) expenditures by the United Nations Children's Fund (UNICEF); (e) expenditures by the World Food Programme (WFP); and (f) technical cooperation expenditures by the World Bank/International Development Association (IDA) (World Bank group). A more detailed discussion of the issues in this report is contained in document DP/1996/32/Add.1. It should be noted that the data presented in the present report and its addendum update the information contained in the reports for 1994 (DP/1995/56 and Add.1).

2. It should be noted that the report does not contain a review of total expenditure (technical and non-technical) by the entire United Nations system since it excludes expenditures on activities relating to refugees, humanitarian and special economic assistance, peace-keeping operations and disaster relief. Because of the limitation, the phrase "United Nations system" should be interpreted to mean the executing agencies, the International Atomic Energy

Agency (IAEA), UNDP, the United Nations Population Fund (UNFPA), UNICEF, the World Food Programme (WFP) and the World Bank group. A complete account of expenditure by the entire United Nations system can be found in the annual report of the Secretary-General on development activities. The present report does, however, contain data on total technical expenditure of the entire United Nations system.

II. HIGHLIGHTS

3. The report shows that both components of total assistance - technical and non-technical cooperation - contracted in 1995, the main reason being the shortfall by WFP and the World Bank group. Details are as follows:

Technical and non-technical cooperation expenditures

(a) After a marginal contraction in 1993, non-UNDP-financed technical cooperation expenditures (agencies plus UNFPA) grew briskly in the following year. The expansion weakened considerably in 1995 when such expenditures reached $1,494.3 million;

(b) At $1,173.6 million in 1995, concessional technical cooperation by the World Bank group dropped by 20.6 per cent, reversing the growth record of the previous two years;

(c) Grant technical cooperation (agencies, plus UNFPA plus UNDP) grew throughout the three-year period, 1993-1995, although growth in 1995 was weak, with expenditures amounting to $2,751 million;

(d) In 1995, total technical cooperation (grant plus the World Bank group) amounted to $3,925.3 million, which was 5.8 per cent less than the previous year. This was the first time that total technical cooperation expenditures of the United Nations system contracted since 1989;

(e) Non-technical cooperation expenditures (comprising expenditures by UNICEF and WFP), after a six-year period of fairly rapid growth, performed poorly during the last three years, falling by 6 per cent on the average. In 1995, such expenditures reached $1,901.2 million or 13.4 per cent less than the previous year;

Total assistance

(f) Total grant assistance (grant technical cooperation plus non-technical cooperation) of the United Nations system amounted to $4,652.9 million in 1995. This translates to a shortfall 4.7 per cent and is perhaps a culmination of the weak performance since 1993; the last time total grant assistance contracted was in 1983;

(g) Total assistance (total technical cooperation plus non-technical cooperation) of the United Nations system stood at $5,826.5 million in 1995, a decline of 8.4 per cent over the previous year. While growth rates have been

falling since 1991, the data show that 1995 was perhaps the first time that total assistance by the United Nations system contracted;

Some specifics

(h) Extrabudgetary expenditures, comprising about two thirds of agency expenditures on average, were basically at the same level during the last three years. In 1995, such expenditures stood at $830 million, or some $18 million more than the previous year;

(i) Expenditures from regular budgets, comprising approximately one third of agency expenditures on average, grew throughout the three-year period 1993-1995. In 1995, such expenditures amounted to $433.4 million, which was slightly (1 per cent) higher than in 1994;

(j) Agency expenditures have been dominated historically by the World Health Organization (WHO) and the Food and Agriculture Organization of the United Nations (FAO). In 1995, the expenditures of these two agencies accounted for two thirds of all agency expenditures. As in the past, health, agriculture and population accounted for the overwhelming share of non-UNDP-financed technical cooperation expenditures - as much as 72 per cent during the period 1993-1995. However, the share of the expenditures invested in social and environmental sectors witnessed a sustained decline throughout the same period;

(k) Expenditures by UNFPA, accounting for some 14 per cent of non-UNDP-financed technical cooperation expenditures, grew throughout the 1993-1995 period, and at very rapid rates during the last two years. In 1995, expenditures reached $231 million, representing an increase of 14.7 per cent over the previous year;

(l) At $1,257.4 million in 1995, total UNDP field programme expenditure (central resources plus funds plus administered funds) was only 1 per cent higher than in 1994, representing the smallest increase since 1993. Throughout the 1993-1995 period, most of the growth of total UNDP expenditures was attributable to the growth of funds and trust funds administered;

(m) Field programme expenditures by UNICEF during the last three years remained constant, averaging slightly over $800 million per year. In 1995, such expenditures, amounting to $803.4 million, increased slightly (0.3 per cent) over the previous year;

(n) Total field programme expenditures of WFP, while still over $1 billion, have been contracting since 1993. At $1,097.8 million in 1995, the decline (21.2 per cent) was particularly sharp, compared to the previous two years;

(o) The five-year growth of actual technical cooperation expenditures disbursed (not committed) by the World Bank group came to an end in 1995, as expenditures contracted sharply (20.6 per cent). Expenditures by the World Bank group reached $1,173.6 million in 1995, almost the same as in 1992. The year 1995 is also significant for another reason: it was the first time since 1984 that the technical cooperation of both the World Bank and IDA fell simultaneously;

(p) Total extrabudgetary contributions to agencies during 1995 was $1,093.5 million, representing a 4.7 per cent increase over the previous year, thus continuing the yearly up-down movement that began in 1992. While positive growth in 1995 is remarkable against the backdrop of donor austerity, it is the lowest since at least 1982, with the exception of 1989;

(q) The above-mentioned expansion in 1995 resulted from the growth of both components of total contributions. However, the larger stimulus derived from multilateral sources, contributions from which increased by $43.6 million, or 12 per cent, over 1994. In fact, one noticeable feature of this source is its relatively high average rates of growth since 1986. Part of the growth in 1995 is also attributable to the expansion of contributions from bilateral sources - the "expanding" component here was non-governmental organizations, not bilateral donors.

III. EXECUTIVE BOARD ACTION

4. The Executive Board may wish to take note of the present report.

Table 1. Summary statistics on United Nations system expenditures, 1993-1995

(In millions of United States dollars)

		1993		1994		1995	
		Amount	% a/	Amount	% a/	Amount	% a/
A.	EXPENDITURE						
1.	TECHNICAL COOPERATION						
1.1	AGENCIES: NFTCE	1 288.4	-0.5	1 442.2	11.9	1 494.4	3.6
	Extrabudgetary expenditures	808.4	-3.1	812.0	0.5	830.0	2.2
	Regular budgetary expenditures	345.8	4.2	428.8	24.0	433.4	1.1
	UNFPA	134.2	4.7	201.4	50.1	231.0	14.7
1.2	UNDP	1 204.4	3.4	1 246.3	3.5	1 257.4	0.9
	Central resources	1 031.0	0.4	1 036.5	0.5	1 014.2	-2.2
	Administered funds	173.4	25.4	209.8	21.0	243.2	15.9
1.3	World Bank group b/	1 411.4	22.4	1 477.1	4.7	1 173.6	-20.6
	World Bank	943.1	25.6	902.7	-3.4	708.0	-21.6
	IDA	468.2	14.3	544.4	16.3	465.6	-14.5
1.4	Grant, excluding World Bank group (1.1 + 1.2)	2 492.8	1.3	2 688.5	7.9	2 751.8	2.4
1.5	Total, including World Bank group (1.4 + 1.3)	3 904.2	6.7	4 165.6	7.2	3 925.4	-5.8
2.	NON-TECHNICAL COOPERATION	2 291.4	-1.2	2 194.7	-4.2	1 901.2	-13.4
2.1	UNICEF	803.7	8.1	800.6	-0.4	803.4	0.3
2.2	WFP	1 487.7	-5.5	1 394.1	-6.3	1 097.8	-21.2
3.	TOTAL EXPENDITURE (1 + 2)						
3.1	Grant (1.4 + 2)	4 784.2	0.1	4 883.2	2.1	4 652.9	-4.7
3.2	Total (1.5 + 2)	6 195.6	3.7	6 360.3	3.9	5 826.6	-8.4
B.	CONTRIBUTION TO EXTRABUDGETARY EXPENDITURES						
	Total contributions	1 070.4	10.0	1 044.2	-2.5	1 093.5	4.7
4.	Total bilateral	709.7	6.6	668.5	-5.8	674.3	0.9
4.1	Countries/territories	601.2	8.5	555.5	-7.6	540.0	-2.8
4.2	NGOs	36.3	9.1	40.7	12.1	61.4	51.4
4.3	Unilateral self-supporting	72.2	-7.7	72.3	0.1	80.9	11.9
5.	Total multilateral	360.6	17.2	375.6	4.2	419.2	11.6
5.1	United Nations system	309.0	15.8	314.6	1.8	387.9	23.3
5.2	Non-United Nations system	51.6	25.9	61.0	18.2	31.4	-48.5

a/ % refers to percentage growth over previous year.

b/ Data for 1995 refers to the period January-September.

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THE UNITED NATIONS DEVELOPMENT FUND FOR WOMEN

Report of the Administrator

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I. PURPOSE

1. As requested by the Executive Board in its decision 95/18, the following progress report on the United Nations Development Fund for Women (UNIFEM) has been prepared by the UNDP Administrator in cooperation with the Director of UNIFEM. The report provides information to the Executive Board with respect to the financial situation of UNIFEM since its last written report, document DP/1995/61, dated 31 July 1995, which was discussed by the Board at its third regular session 1995. The present document also includes information on the steps the Fund proposes to take to re-establish its operational reserve, as well as a discussion of UNIFEM programme strategies since the Fourth World Conference on Women.

II. THE FINANCIAL SITUATION

A. Programme implementation in accordance with table 3 of document DP/1995/33 and response to the Management Letter of the Board of Auditors

2. As previously reported to the Executive Board at its third regular session 1995, UNIFEM has pursued a vigorous fund-raising strategy to secure contributions for general resources and co-financing activities from both traditional and new donor Governments, the private sector and individuals. The Fund wishes to express its grateful appreciation to all Governments which have provided contributions to UNIFEM in 1995. For the year ended 31 December 1995, general resource income totalled $15.557 million - $15.016 million in voluntary contributions, $.239 million net private donations (gross of $.643 million less $.404 million included in cost-sharing income) and $.331 million in interest and other income. This represents a net increase of $3.957 million over the initial estimate of $11.600 million for 1995 general resource income.

3. Efforts to increase UNIFEM resources and broaden its resource base resulted in an expansion of the number of Governments announcing firm pledges for 1996 during the United Nations Pledging Conference for Development Activities. In November 1995, 30 Governments announced pledges, compared to 17 in 1994. During the November 1995 Conference, UNIFEM received firm pledges of $5.71 million for 1996, which represents an increase of $1.52 million from 1995. These firm pledges, when combined with informal contacts with donors who did not pledge, indicate that, in 1996, UNIFEM can expect to receive an estimated $13.250 million 1/ from 56 donor Governments. This represents an 11.5 per cent increase over the initial estimates of 1996 government contributions provided in table 3 of DP/1995/33.

4. As a result of strict monitoring of income and expenditures and diligent management, actual general resource expenditures, as shown below in table 1, totalled $12.367 million, $4.693 million lower than the amount projected in table 3 of document DP/1995/33, 1/ with savings in every category of expenditures. As a result of these savings, the unexpended general resource balance at 31 December 1995 amounted to $4.101 million, thus providing a

significant step towards the resources needed to rebuild the required operational reserve.

Table 1. 1995 general resources expenditures

(In millions of United States dollars)

	Budgeted	Actual	Variance
Project costs	13.390	9.088	4.302
Administrative costs	3.050	2.738	.312
Technical costs	.620	.541	.079
Total	17.060	12.367	4.693

5. In its decision 96/8 of 19 January 1996, the Executive Board authorized UNIFEM to initiate an additional $2.0 million of new programming in 1996. With this increase, total 1996 projected expenditures for projects amounts to $13.06 million, with new projects accounting for $6.0 million and ongoing projects for $7.06 million. Administrative and technical support costs have stabilized and are estimated at $2.60 million and $0.62 million, respectively, resulting in an estimated unexpended general resource balance of $1.97 million at year end 1996. This balance assumes 100 per cent programme delivery. However, if a more realistic delivery rate of 80 per cent is considered, this balance would increase to $4.57 million, as shown in table 2 below.

Table 2. UNIFEM general resources projections, based on 80 per cent delivery of project budgets

(In millions of United States dollars)

	1996	1997
Opening balance	4.10	4.57
Projected income	14.15	15.15
Government contributions	13.25	14.25
Private donations/other	0.90	0.90
Projected expenditures	13.68	13.76
Projects:	10.46	10.54
Ongoing projects	5.66	3.54
New projects	4.80	7.00
Administrative costs	2.60	2.60
Technical support costs	0.62	0.62
Balance of general resources	4.57	5.96

6. In 1997, total estimated resources is projected at $19.72 million, including both the balance carried forward ($4.57 million) and expected income ($15.15 million). Projected expenditures for ongoing and new projects and administrative and technical costs are estimated at $13.76 million. The projected balance of $5.96 million, as shown in table 2 above, would therefore be available for funding the operational reserve (see sect. F below).

B. Periodic review of financial management

7. The mechanisms for review in UNIFEM and interface with UNDP described in document DP/1995/61 remain in place. These include both the written reports, specified in paragraphs 3 and 4 of that document, as well as monthly meetings between UNIFEM and the Office of the Administrator.

C. Establishment and use of the overdraft facility, suspension of the operational reserve and full funding of UNIFEM commitments

8. It has not been necessary for UNIFEM to avail itself of the overdraft facility made available by UNDP. Since the time of the suspension of the requirements for the operational reserve in June 1995 (decision 95/18, para. 62), UNIFEM has only entered into new commitments that were within its capacity to meet from the resources on hand.

D. Strengthened financial management within UNIFEM and UNDP/UNIFEM interface

9. The Outposted Finance Officer provided to UNIFEM by UNDP remains in place and has provided substantial assistance to UNIFEM during the time under review. UNIFEM has continued to update the financial data in its Budget Management System (BMS) on a regular basis. At the time of the present report, all unspent allocations under ongoing projects have been rephased to 1996 and future years. A systematic and thorough assessment of the status of all projects is regularly carried out to determine the level of actual funds required for each project. This exercise, in connection with the use of shadow budgets, allows UNIFEM to carefully monitor each project's allocations and expenditures and take immediate corrective action whenever necessary.

10. Since September 1995, the following additional internal control systems and procedures have been implemented:

(a) Strict compliance with all applicable regulations, rules and guidelines for co-financing activities has been instituted;

(b) Reporting formats have been revised, making reports more useful for monitoring and evaluation purposes;

(c) Ordinary budget revisions have been processed in a timely manner;

(d) Regular processing and submission to the Accounts Section of the Division of Finance (DOF) of appropriate final project budgets has taken place;

(e) Approval and authorization in connection with headquarters and country office direct payments and advances under the national execution modality are provided only after adequate documentation pertaining to previous advances has been received;

(f) Reconciliation of UNIFEM and UNDP financial records is undertaken on a monthly basis to ensure the integrity of financial data with regard to both expenditures and income.

E. Introduction of a UNDP-standard automated financial system into UNIFEM

11. As requested by the Executive Board in its decision 95/18, actions have been initiated to evaluate the functionality of BMS and to define the requirements for migration to the Project Financial Management System (PFMS), in concert with UNDP Division for Administrative and Information Services (DAIS) and DOF in the Bureau for Finance and Administration (BFA). A survey of the capacities of PFMS has been undertaken, revealing that the system does not fully address UNIFEM needs and requirements. Because of its direct role in project planning, implementation and monitoring, UNIFEM requires a system which allows the inclusion of pipeline projects, the setting of approval ceilings and the tracking and monitoring of allocations and expenditures on a project-per-project and budget line-per-budget line basis.

12. In consultation with DAIS and DOF, it was concluded that PFMS would have to be enhanced with the addition of modules to meet UNIFEM needs. In the first instance, the country office version of the PFMS will be examined as soon as it is available, in order to determine which components are applicable to UNIFEM needs. UNIFEM will also consult with other Funds within the UNDP to analyse needs and collaborate with them in the development of modifications or additions to existing systems to meet those needs as efficiently and cost-effectively as possible.

F. Re-establishment of the operational reserve and the partial funding mechanism

13. As of 31 May 1996, total project allocations from general resources for the years 1996 to 1999 amount to $14.92 million, distributed as follows: $13.06 million in 1996; $1.81 million in 1997; $.025 million in 1998; and $.022 million in 1999. In support of these outstanding commitments, UNIFEM proposes to re-establish the operational reserve in October 1996 at the initial level of $3.00 million, calculated roughly on the basis of the existing partial funding formula (see table 3).

14. While UNIFEM proposes to re-establish the operational reserve in October 1996 to cover commitments to ongoing projects, it intends to delay its request for the consideration of establishment of the mechanisms to approve new projects under the partial funding modality until 1997. In the review of the partial funding methodology up to the time of writing the present report, concern exists regarding its applicability to UNIFEM. UNIFEM and BFA therefore intend to undertake a thorough study of the methodology underlying the partial funding formula, in order to assess its validity in light of the current UNIFEM financial situation, with the intention of presenting the Board with the results of this review and a corresponding proposal to resume project approvals under the partial funding modality in 1997.

Table 3. Operational reserve calculation

Year	Project budgets (in millions of United States dollars)	Ratio	Operational reserve component (in millions of United States dollars)
1996	2.610 a/	66.7 per cent	1.741
1997	1.810	66.7 per cent	1.210
1998	.025	50.0 per cent	.013
1999	.022	33.0 per cent	.007
Total			2.971

a/ Represents 20 per cent of the 1996 budget of $13.06 million.

III. PROGRAMME STRATEGIES SINCE SEPTEMBER 1995

15. In the post-Beijing period, the UNIFEM programme focus has been on the economic and political empowerment of women. The new programme direction is in response to the recommendations of the Beijing Platform for Action, which stated in paragraph 335 that UNIFEM would concentrate on women's economic and political empowerment.

16. As called for by the Executive Board in its decision 95/10 of 7 April 1995, an external evaluation of UNIFEM was carried out over the period February to June 1996. The executive summary of the evaluation report is contained in document DP/1996/34, and the full text of the original report is also being made available to members of the Executive Board at the current session. UNIFEM looks forward to the discussion of the evaluation report, and will review the information on UNIFEM programme strategies presented below, in light of that discussion.

17. As the operational organization within the United Nations system mandated to bring about the empowerment of women, UNIFEM is ensuring that the recommendations from the Beijing Platform for Action are translated into catalytic programmes. Empowerment is the process of increasing women's access to resources at all levels, so as to enable them to have greater control over their own lives and the means to make a living on a long-term basis, leading ultimately to their greater influence over the direction of their communities and society as a whole.

18. As the operational and advocacy organization for the empowerment of women, UNIFEM focuses on work with:

(a) National Governments, to strengthen their capacity to engender policies and programmes and to develop the tools necessary for gender-responsive national development planning;

(b) Women's organizations and networks, to build and promote their capacity to advocate for their issues;

(c) United Nations system agencies and bodies, to keep women's issues high on the agenda of mainstream United Nations organizations.

19. UNIFEM promotes dialogue between national Governments and women's organizations, thereby involving civil society more fully in development planning and increasing the accountability of national Governments with regard to the concerns of women at all levels. The Fund then documents its work and widely disseminates best practices and lessons learned, so as to increase the effectiveness and efficiency of development interventions.

A. The Economic Empowerment Programme

20. Women constitute over 70 per cent of the one third of the world's population living in absolute poverty. Their impoverishment has been exacerbated in large part by the transformations taking place in the world through trade liberalization, rapid technological changes, industrialization, structural adjustment programmes and environmental degradation. In recognition of the importance of correcting this trend, it is critical that the United Nations place emphasis on the role of women's economic empowerment in strategies for poverty eradication. UNIFEM defines economic empowerment as having access to and control over the means to make a living on a sustainable and long-term basis, and receiving the material benefits of this access and control.

21. During the period 1995-1996, the economic empowerment programme worked at two levels:

(a) At the policy level, helping Governments to better understand the gender-differentiated implications of the globalization and economic restructuring on women's lives, and to increase the capacity of women's organizations to intervene in policy-making processes on their own behalf. Particular focus was given to trade policies, the impact of new technologies on women, and the conditions of the growing numbers of female home-based workers around the world;

(b) At the micro-level, developing and demonstrating innovative ways of directly assisting women to minimize threats to and maximize opportunities for sustainable livelihoods, in light of global economic changes. In particular, the programme has concentrated on issues of access to credit, training, improved technologies, relevant information and land and other natural resources on which women's productive, sustainable livelihoods may be based.

22. The progress UNIFEM has made towards meeting its overall objective of assisting women to become economically empowered includes:

(a) Within the context of globalization and economic restructuring, key policy issues in the areas of trade, new technologies and conditions of home-based workers have been identified and strategies for programming in these areas developed. Steps have also been taken to implement these strategies in terms of: creating networks (e.g., trade, new technologies, credit, science and technology); packaging and disseminating information (e.g., sourcebooks and guidelines); mobilizing women for advocacy (e.g., strategy workshops); and formulating recommendations for action (e.g., workshop reports on trade, new technologies and science and technology and credit). Moderate success has also been achieved in terms of influencing policy makers (e.g., facilitation of the meeting and discussion of Asian labour ministers to support the Home-based Workers Convention at the June 1996 International Labour Conference), and making international policy documents more gender-sensitive (e.g., advocacy in support of engendering the recommendations of the United Nations Commission on Science and Technology for Development);

(b) With respect to support for women's sustainable livelihoods, benefits such as increased productivity of women's enterprises; creation of jobs for women; increased ability of women to handle technology and to solve problems; increased income for women; and an increase in women's self-confidence and well-being have been observed in the course of the implementation of innovative UNIFEM pilot projects. Of particular interest is the extent to which UNIFEM support is enabling women to become more independent of the intermediary institutions which have given them initial assistance. This is due in large part to the strategy of linking women with local sources of technical expertise, raw materials, markets and commercially available credit, so that they have access to the necessary inputs and services to be self-sufficient.

B. The Political Empowerment Programme

23. Women's political empowerment means women's increased control over their lives, both inside and outside their households, so as to enable them to improve the institutions which shape their lives and to promote the building of stable lives in conflict-free societies. At the Fourth World Conference on Women in Beijing and the parallel non-governmental organization forum in Huairou, women demanded a world where they are empowered politically and economically. UNIFEM response to this demand since the Fourth World Conference on Women has been the development of a holistic programme which focuses on: (a) women in governance and decision-making at all levels; (b) peace-building and conflict resolution; and (c) human rights and violence against women. The goal of the programme is to ensure the participation of women at all levels of development planning and practice.

24. Under the theme of governance, UNIFEM is continuing to build on its three-pronged strategy to: (a) create an enabling environment where the legal and social status of women is improved, and more gender-sensitive policies and plans are not only developed but also implemented; (b) strengthen the women's movement so that it is able to create an enabling environment and effect social change; and (c) promote women's enhanced leadership and participation in the area of governance.

25. Under the theme of peace-building and conflict resolution, UNIFEM is intensifying its efforts to empower African women who have been displaced from their home communities, and to promote gender-sensitive strategies and actions for peace-building and conflict resolution. This programme uses a twofold approach: (a) advocacy and capacity-building activities, (b) direct assistance projects that have an integrated approach to the practical and strategic needs of women in crisis.

26. UNIFEM work on human rights promotes the principle that the protection of women's human rights is fundamental to ensuring women's self-realization and full participation in their societies. The programme's specific approach aims at: (a) strengthening the capacity of women's organizations to advocate for women's human rights nationally and internationally; (b) increasing women's understanding of, access to, and use of the international human rights machinery; and (c) mainstreaming women's human rights concepts into the United Nations system, in order to improve the accountability of the United Nations for protecting the human rights of women and to contribute to increased United Nations system-wide cooperation and coordination on women's human rights issues. In addition, UNIFEM continues to focus on the issue of violence against women as an obstacle to development.

27. In its resolution 50/166 of 22 December 1995, the General Assembly reiterated its appreciation of the advocacy initiatives of UNIFEM, in particular with respect to efforts to combat violence against women, and requested the Fund to strengthen its activities in support of international, national and community efforts towards the elimination of violence against women. As requested in that resolution, a trust fund on violence against women has been established and is expected to become operational in late 1996. Priority will be given to activities in the following areas: awareness-raising, capacity-building, legal literacy, training, action-related research, and innovative and catalytic projects.

C. Building partnerships within the United Nations system

28. UNIFEM has a close working relationship with other United Nations agencies, Governments, non-governmental organizations, and the international women's movement. It has played a critical role in United Nations efforts to link the priorities and practices of these various partners.

29. In all the recent United Nations world conferences - the United Nations Conference on Environment and Development, the World Conference on Human Rights, the International Conference on Population and Development, the World Summit for Social Development, the Fourth World Conference on Women and the United Nations Conference on Human Settlements (Habitat II) - UNIFEM has worked with a large number of organizations before, during, and after each conference to create the political environment necessary for women's voices to be heard, consensus to be forged, and action to be taken. As a result of its connections to a worldwide network of women's organizations, experts, activists, and grass-roots workers, UNIFEM is able to help women place their issues on international, national and regional agendas.

30. UNIFEM is providing technical support to United Nations resident coordinators to assist in the implementation of the Beijing Platform for Action at the national level. The work of UNIFEM complements the work of other gender-in-development programmes, charged with mainstreaming gender issues, including those of UNDP.

31. UNIFEM has chaired the Working Group on Women's Empowerment for the implementation of the International Conference on Population and Development (ICPD). The Working Group developed guidelines to facilitate collaboration among United Nations agencies and between the United Nations system and its government and civil society partners. UNIFEM has also collaborated with the United Nations Children's Fund (UNICEF) to build links between the Convention on the Elimination of All Forms of Discrimination Against Women and the Convention on the Rights of the Child. UNIFEM and UNICEF are also working in partnership to promote the participation of women and girls in peace-building.

32. UNIFEM is working closely with the Special Political Adviser to the Secretary-General on gender issues. Of the three working groups that have been planned under the Administrative Committee on Coordination Inter-agency Committee on Women and Gender Issues, UNIFEM is the secretariat for the working group on operational activities.

IV. EXECUTIVE BOARD ACTION

33. The Board may wish to:

1. Endorse the further steps that United Nations Development Fund for Women (UNIFEM) has taken to ensure sound financial management of its resources;

2. Agree to the re-establishment of the operational reserve at the initial level of $3 million;

3. Request UNIFEM to submit a detailed proposal for the methodology for calculating both the annual approval ceilings and the maintenance of the operational reserve level at the first regular session 1997, in preparation for the re-establishment of the partial funding system;

4. Endorse the strategies of UNIFEM as outlined in document DP/1996/33, with due consideration for the views of the Board on the findings and recommendations of the evaluation report.

Notes

1/ Includes both 1996 estimated income, as well as $1.12 million of 1995 and prior-year unpaid pledges, $.616 million of which has been received as of 31 May 1996.

2/ See Executive Board decision 95/18, which authorizes UNIFEM to proceed with its programme in keeping with the projections described in table 3 of document DP/1995/33, subject to certain conditions.

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UNITED NATIONS DEVELOPMENT FUND FOR WOMEN

Report on the evaluation of the United Nations Development for Women

Note by the Administrator

1. In its decision 95/32 of 13 September 1995, the Executive Board decided that the Administrator, in close consultation with the United Nations Office for Project Services, as appropriate, should select consultants on a competitive basis to carry out the external evaluation of the United Nations Development Fund for Women, which the Board had called for in its decision 95/10 of 7 April 1995.

2. The consulting firm of Management Systems International was engaged to carry out the evaluation.

3. The attached executive summary of the evaluation has been prepared by the consulting firm and is hereby circulated to the Executive Board. The full text of the original report is also being made available to members of the Executive Board.

EXECUTIVE SUMMARY

The Executive Board of the United Nations Development Programme (UNDP) and the United Nations Fund for Population Activities (UNFPA) called for an external evaluation of UNIFEM, the United Nations Development Fund for Women (decision 95/10) and, taking into account relevant Resolutions and decisions made by the General Assembly, the Economic and Social Council, the Executive Board and the Consultative Committee proposed that the evaluation undertake four objectives which are reported on and discussed below: overall past and present achievements, impact and sustainability of programme activities, institutional capacity and structure, and the effectiveness of work with collaborators.

1. Assess and identify the overall past and present achievements, efficiency, impact and sustainability of programme activities at headquarters and in the field in fulfilling the Fund's mandate.

Relative to its size,[1] the mandate of UNIFEM and its predecessor, the Voluntary Fund for the Decade for Women, is expansive, addressing as it does the concerns and efforts of women around the world living under widely varying economic and social conditions.

In order to capture UNIFEM's past and present achievements it is important to note that UNIFEM describes its mandate and mode of operation as having three distinct periods. The first of these, 1975 to 1985, covers the years before UNIFEM became an autonomous agency within the UN. This period ends during the same year in which the Third World Conference on Women, which produced the Nairobi Forward-looking Strategies for the Advancement of Women, was held. The second period, 1985 to 1994, spans the period from UNIFEM's creation through most of the preparations for the Fourth World Conference on Women. The third period, which opened with the Fourth World Conference on Women and the issuance of the Beijing Declaration and Platform for Action, has only just begun, yet an outline of UNIFEM's new structure has already emerged.

This external evaluation, requested by the Executive Board of UNDP, has focused on UNIFEM's activities during the time period from 1990-1995. In the discourse that follows, the section on *past achievements* cites those activities which occurred prior to this evaluation period and which have been gleaned from documents reviewed for the evaluation; whereas the section on *present achievements* embraces those activities which the evaluation team recorded as having taken place during the period under evaluation, 1990-1995.

Past Achievements

The initial approach taken by the Fund to achieving its mandate, emphasized the direct funding of women's projects and organizations. In the early years, the Fund did not have regional offices and resident overseas staff as it does today. As a result, it initially lacked mechanisms through which it could reach, or be found by, local women's organizations and other grassroots

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[1] UNIFEM's total budget, just under $14 million for 1994, was equal to roughly 1.5% of the budget for UNICEF, and 1% of the budget for UNDP.

entities that undertook activities which benefitted women or strengthened their role in the development process.

To compensate for its lack of field staff, and to act on its mandate to respond to regional needs and to strengthen international and regional organizations, the Fund developed collaborative relationships with the UN's regional economic commissions in Africa, in Latin America, in Asia and the Pacific, and in the Caribbean. To varying degrees, these arrangements offered the Fund a base from which to provide training and technical assistance; become better acquainted with the problems and needs of women in each of these regions; and make itself more visible to women's and grassroots organizations.

In October 1984, the Secretary General provided the General Assembly with a report on the Voluntary Fund for the United Nations Decade for Women that included information about the portfolio of projects that had been financed through December 1983. The picture presented in this document summarized the findings of a "forward looking assessment" that had been undertaken pursuant to the preparation of this report. The portfolio described in that assessment, reflected the approaches and modalities utilized during the initial period of the Fund's operation.

As of the end of 1983, the Fund had financed a total of 378 projects, of which 258 were still financially active at the time. Although the Fund was established in 1975 for the International Women's Year, it did not become operational as a funding source until 1978, with country-level funding for projects starting as late as 1980 in some instances. Substantively, these early projects focused primarily on employment and income generation, e.g., clothing factories, animal husbandry, crafts (42%), human resources development, including training for rural trainers and pilot projects to stimulate self-reliance in rural areas and urban slums (30%); and training for development planners (17%). Geographically, Africa had the highest percentage of projects, roughly 37%, with Latin America, Asia, and global and regional projects each having a successively smaller percentage. Within regions, an effort was made to locate projects in the poorest countries during this early period.

As time went on, women's groups and UNIFEM's mandate from the General Assembly pulled the organization further in the direction of projects and supportive activities that focused beyond *immediate* needs, towards issues central to women's empowerment. While the shift in programming strategy that came to characterize UNIFEM's operations in the late 1980s and early 1990s cannot be tied to a one particular event, its emergence was linked to several developments all of which had an impact on the way UNIFEM approached its work. Coming out of this series of changes, UNIFEM had in place not only a new organizational framework, but also the beginnings of a field staff that could support and expand upon the efforts of staff in the organization's New York headquarters. The plans and programmes it developed to implement this mandate were regional in character.

Present Achievements

For most of the decade from 1985 to 1995, UNIFEM used a regional approach to organizing and managing its programme. UNIFEM's geographic units for Africa, Latin America and the Caribbean (LAC) and Asia and the Pacific (A/P) were complemented by global and regional technical initiatives that took on activities which seemed to have relevance for all regions, or to the

organization as a whole. The strategies and portfolios that emerged in each of the regions reflected a blend of UNIFEM's general precepts and the unique perspectives that emerged from the regions, and from the sectors and topics on which different parts of the organization focused.

What is strikingly clear from a review of UNIFEM's portfolio for the period 1990-1995 are the connections between projects that did not appear to exist in earlier periods. Projects in the UNIFEM portfolio were, by the 1990s, no longer easy to characterize as a set of isolated, stand-alone efforts. Using a regional approach, UNIFEM responded to those portions of its mandate that called for the organization to reflect regional priorities. In selecting a regional and issue-oriented approach to planning, UNIFEM treated certain other priorities within its mandate, e.g., the call for catalytic, innovative approaches and for ensuring that women's concerns and issues were incorporated into mainstream development planning, as means rather than as ends in themselves. In each region, the way in which these "means" were used turned out to be somewhat different, reflecting both the regions themselves and the evolving interests of women in each region, as depicted in the regional summary paragraphs below.

Africa

UNIFEM's regional plan for Africa was updated in 1988, 1990 and again in 1992, establishing a pattern that was subsequently followed in other regions. By the early 1990s, the beginning of the period on which this evaluation concentrates, UNIFEM's approach to the Africa region had evolved to the point where it had four distinct points of emphasis: agriculture, trade and industry, the environment and "women in crisis." UNIFEM staff report that the decision to concentrate in these area grew out of experience as well as out of its understanding of the crisis Africa faced as commodity prices collapsed and donor fatigue set in, and as Africa's debt mounted and political turmoil erupted, with terrible human consequences.

Food Technologies. On the agricultural side, Africa's *Cameroon Cassava Processing* Project is one of UNIFEM's crowning achievements. In 1991 UNIFEM field and headquarters staff convened to discuss themes to assist local women's groups and projects. The need for a business or market perspective on agricultural projects was one of the key themes, as was the need for women farmers and farming groups to be ecologically sound in selecting crops, picking those marketable crops which grow easily and naturally, being aware of transportation, storage, and spoilage issues. This commodity approach to the issue of food security looks at one commodity and at the entire chain of cultivation, harvesting, processing, transport, and markets, and attempts to increase access, productivity and incomes in all the various parts of the chain. Cameroon's Cassava Project has been documented and reports about the project have been shared extensively with women in and beyond Africa. It has sparked a *Food Technologies Contest* in the Andean countries of Latin America that is an effective mechanism for a continuing dialogue between *campesino* women and government decision-makers in those countries where the contest takes place. A video of the Cassava Project was featured at the Beijing Conference.

Credit projects for women are another of UNIFEM's important contributions, as well as an important element of Africa's Trade and Industry portfolio. The availability of credit for women is a persistent problem in developing countries, and UNIFEM has addressed this problem at the country-level in a number of countries in Africa. The *Credit Scheme for Productive Activities of*

Women in Tanzania/Zanzibar (URT/89/W01 and URT/92/W02) were innovative pilot projects characterized by their multidimensional thrust -- the most significant of which was the transformation of the government-run projects into independent NGOs which assumed on-going responsibility for the Credit Scheme Projects.

Environment. UNIFEM's environmental focus in Africa is a response to UNCED's Agenda 21, which provides a springboard for linking ecological concerns and agriculture, the sector in which the majority of Africa's women work. To this end, UNIFEM initiated a regional project, *African Women Act* (RAF/93/W15), an initial study for developing an approach to environmental concerns and agriculture has been carried out in Zimbabwe.

Women in Crisis. Until 1991, when UNIFEM's Consultative Committee authorized UNIFEM to work on issues of violence against women, UNIFEM's ability to work on issues in this area was limited. Women in Crisis, the fourth focus of the Africa region's strategy emerged from UNIFEM's experience helping refugee women from Liberia to acquire portable "livelihood skills" while living in refugee areas in Ghana and Cote d'Ivoire. This project, which also introduced trauma counseling for refugee women, helped UNIFEM to understand and articulate the kind of role it could play in a field where the plight of women was both a core issue and one in which no other agency appeared to take a special interest. The situation in Liberia also gave UNIFEM its first opportunity to work closely with UNHCR. Building upon this experience, the region developed an umbrella project, *African Women in Crisis* (RAF/92/W07), through which it subsequently provided assistance to women in Rwanda, Burundi, Sudan and Somalia. Regionally-funded assistance to Rwanda has led, in turn, to country-level projects, *Support to Rwandese Women Refugees* (RWA/94/W01) and *Displaced Rwandese Women Project* (RWA/95/W01).

Latin America and the Caribbean

In 1986, the first Participatory Action Programme for Latin America and the Caribbean (PAPLAC) was prepared. This plan was developed in collaboration with women in the region, and reflected both the mandate given to UNIFEM in the General Assembly resolution that established this entity, and the priorities established at the Third World Conference to Women in Nairobi in 1985. The LAC region revised its overall strategy for the region in 1994-1995. This strategy draws upon UNIFEM's experiences in LAC in defining its focus which, while including an economic focus and a concern for the environment, is dominated, in programmatic terms, by political and social issues affecting women in the region. Key elements of the strategy that emerge from the 1993 review include: human rights and the elimination of violence against women; women, citizenship and democratization; the elimination of poverty; and women and the environment.

Women's Rights. A significant potion of UNIFEM's work in the LAC region has focused on political issues in the broadest sense, i.e., on human rights, including a special emphasis on violence as an issue that affects women. UNIFEM's emphasis in this area in LAC reflects a strong strain in the agenda of the women's movement in the region. In Brazil, the challenge of transforming *de jure* into *de facto* rights is one issue addressed by the *Legal Women Promoters* (BRA/93/W05) Project. A UNIFEM contribution of $2,500 allowed THEMIS, the implementing organization to train local community workers to educate women about their legal rights. This support gave THEMIS visibility at a critical point in its development, and enabled it to obtain

funding and technical support from the Ford Foundation and GTZ. In Mexico, UNIFEM's support to the *Grupo de Educacion Popular con Mujeres (GEM)* (MEX/93/W12), an NGO that works in legal education for women at the grassroots level, has led to the drafting of a legislative amendment to change family law as currently reflected in the Civil Code of Mexico City, which states that a father's rights over the children always take precedence over the mother's rights; and that a man is allowed to work in any legal undertaking, but a wife is only allowed to work outside the home *if* the husband determines it is not detrimental to the children and *when* her household chores are attended to. Given that changes to the Civil Code of Mexico City are closely monitored by the rest of the country and frequently emulated, it is not surprising that similar legislative amendments are now being contemplated by four other states.

The role of women in the political processes that govern nations in the LAC region is a related emphasis in UNIFEM's strategy for the region. In this area, UNIFEM has defined its role as including efforts that build bridges between women's organizations and public sector decision-making processes. These and other activities, including research and training, that open up the political process to women, are where UNIFEM's efforts have concentrated.

Women, Citizenship and Democratization. Women's role in the political process that govern nations in the LAC region is a related emphasis in UNIFEM's strategy for the region. In this area, UNIFEM has defined its role as including efforts that build bridges between women's organizations and public sector decision-making processes. These and other activities, including research and training, that open up the political process to women are where UNIFEM's efforts have concentrated. Numerous projects in Brazil have focused on this theme.

Violence Against Women. In Brazil, UNIFEM has approached the issue of violence against women from three different angles: *Domestic Violence and the Police* (BRA/93/W06) supported efforts to inform policy makers on the nature of violence against women by generating a national data base on violence and the treatment given by the police to victims; *Expansion of the Capacity to Assist Women in Situations of Violence* (BRA/93/W04) was a project in support of documenting and strengthening the ability to provide an integrated program of legal, psychological, medical and social counseling to women victims of violence; and *Violence Against Women as an Obstacle to Development* (BRA/93/W11) was an effort to target key organizations and opinion makers to inform and educate them on the nature and impact of violence against women, and to strengthen local organizations to combat the problem. In Mexico, as an outgrowth of UNIFEM's project to train urban promoters (GLO/94/W77) and the ongoing work of the *Asociación Mexicana Contra la Violencia a las Mujeres (COVAC)*, which has authoritatively documented the nature and extent of intra-family violence in Mexico, which falls not only on women but also, alarmingly, on their children, a legislative amendment has been placed before Congress defining intra-family violence and making it a criminal offense. This is an accomplishment, given that heretofore intra-family violence in Mexico (between husband and wife and between parents and children) has been considered almost inherent in the family relationship.

Poverty Alleviation. UNIFEM's history in the field of poverty alleviation in LAC subsumes numerous relatively small incomes generating projects. At the same time, economic policy reform in the region was being perceived as contributing to the impoverishment of many who were already poor or who lived close to the poverty margin, even as it improved the economic prospects of others

in these societies. Women's groups in LAC focused on the differential, and negative way, in which these policies appeared to affect women, and UNIFEM made the elimination of poverty one of its priorities as well, focusing its energies within this arena on capacity-building in organizations that women in the region had created to address economic issues and needs, such as Mexico's *Tempoal Project* (MEX/85/W01). Credit projects undertaken in the region, including a large investment in credit for women in the informal sector undertaken with ACCION (RLA/92/W03) and smaller projects, such as its assistance to Women's World Banking in Mexico (MEX/92/W01), played a role in this strategy, as did projects that focused on entrepreneurship development in Barbados (BAR/90/W01) and Jamaica (JAM/93/W01); trade, including the role of women in regional free-trade areas (BRA/95/W50); and community organization, e.g., through the *Women and Development Institute of the University of the West Indies (WAND)* (RLA/92/W04). Employment projects, focusing on agriculture as well as manufacturing, continued to be an element of the LAC portfolio through the period, but their role in the portfolio has become smaller over time.

Women and the Environment. With regards to the area of women and the environment, as was the case in Africa, UNIFEM's LAC region developed an environmental emphasis or priority in response to the UN Conference on the Environment and Development (UNCED) and its declaration, Agenda 21. Work was also carried out in the region in preparation for this conference which was held in Rio de Janeiro. Four projects, involving Brazilian non-governmental organizations (NGOs), were developed as elements of an overall programme to implement Agenda 21 in Brazil. Several other projects were funded in countries around the region as well as region-wide projects. Some of these projects linked environmental concerns directly to agriculture, while others focused on awareness and public policy.

Asia/Pacific

UNIFEM's first Asia/Pacific Development Strategy (APDEV) was prepared in 1989-90. Its second plan, roughly two years later, was more focused, and sought to shift towards a proactive, rather than a reactive, approach to project identification and selection. The second APDEV took a sectoral focus, emphasizing food security, the environment and industry. The two points that emerged to fit this category were gender sensitization, and data and statistical training. *Radio Technology for Rural Women in Pakistan* (PAK/92/W02), is one early example of projects that used radio to create an awareness of gender issues. *Gender Issues in the 1991 Census* (IND/90/W01), is another early example of a country project that came out of the strategy for key points interventions that began to emerge in the region's second APDEV.

The third APDEV, covering the 1992-1993 period, saw a still further evolution of the thinking that had begun to emerge as being relevant for the Asia/Pacific region in the second regional plan. In this plan, A/P moved away from a sectoral focus, emphasizing instead the points of intervention strategy it had begun to develop in the preceding plan. Education and training, and policies and plans, were singled out as key intervention points for UNIFEM. Building upon interest generated through its census project in India, UNIFEM found it possible to develop longer range statistical systems projects in China, *Statistics in China* (CPR/92/W01), and Indonesia, *Statistics on Gender Issues in Indonesia* (INS/93/W03), and, later, to extend the reach of this type of effort still further through a regional project, *Improving Gender Statistics* (RAS/93/W06). These projects have sparked a cross-regional fertilization in Mexico, where UNIFEM provided technical assistance, with

assistance from the UN Statistical Division, to the National Institute of Statistics, Geography and Informatics (INEGI) in the compilation of a gender sensitive statistical data base which provided data for a statistical profile of the Mexican woman at the end of the 20th century, and for Mexico's report to the FWCW.

Working again in the key points intervention mode, UNIFEM began to draw together the threads of work already initiated in the Pacific Islands *Strengthening of Institutional Mechanisms for Gender-Responsive Development* (PMI/89/W01 and PMI/93/W01), and in the Philippines *Strengthening of Institutional Mechanisms for Gender-Responsive Development* (PHI/91/W01), to craft interventions that encouraged gender-sensitive development planning. These two programmes, which developed in separate and distinct ways, established the foundation for further work in this area. In the Pacific Islands, this set of projects demonstrated that training and awareness-building were relevant entry points, while at the same time showing that efforts to affect policy and planning at the national level are long-term efforts. Broad public support and political will within a national government are necessary if efforts to infuse development plans with a gender perspective are to succeed. Work in the Philippines, which eventually resulted in the Philippine Plan for Gender Responsive Development (PPGD), produced similar lessons. In addition, UNIFEM mounted study tours to help officials from 15 other countries become aware of the lessons of the Philippines experience.

Advocacy Initiatives

The term *advocacy* connotes all of the processes and actions that UNIFEM and the organizations with which it works use to bring women's issues and concerns to the attention of national governments, international bodies, and the public. UNIFEM's mandate to advocate on behalf of women's issues and concerns emerged as a result of UNIFEM's experiences in the field and discussions with its Consultative Committee which led to General Assembly Resolution (48/107) in 1993. In practice, UNIFEM's advocacy work cuts across the full range of fields in which it has a programmatic interest.

Advocacy is embedded in projects such as the *Women's Rights as Human Rights Project* as well as in regional and country-level projects. Advocacy is not confined, however, to human rights and related issues. UNIFEM is equally involved in efforts relating to economic empowerment, e.g., efforts that encourage governments to assign value to women's household labor in their national accounts and efforts that encourage government and business to focus on the problems women face when they seek jobs in industries traditionally dominated by males or pursue "equal pay for equal work" in the manufacturing and service industries.

Publishing, however, is one of primary ways in which UNIFEM competes, on women's behalf, for position in the "marketplace of ideas." As often as it can, UNIFEM uses its publishing program to let women speak for themselves. UNIFEM's involvement with publishing began with the booklets it produced in connection with African projects that dealt with technology and the food cycle. These early publications were printed and thousands of copies were distributed by UNIFEM from headquarters as well as by field offices, particularly in Africa. Unable to absorb the increased workload within its existing staff, UNIFEM selected the International Women's Tribune Center to manage the promotion and distribution of all publications it would henceforth sell rather than distribute. The International Tribune Center, in turn, set up a pilot project, Women, Ink, to carry

out these tasks. Having made the decision to expand in this manner, UNIFEM also began to acquire and create titles for its program. Over a reasonably short period, UNIFEM published 14 books and pamphlets under its own name, including *Battered Dreams*, and recent publications that focus on trade, poverty, and advocacy. UNIFEM has also worked with other organizations on joint publications. All of the publications UNIFEM sells are distributed through Women, Ink, which has acquired titles from other sources as well and, by 1996, has brought the list of titles it distributes up to around 200 publications.

Paralleling its work at headquarters, UNIFEM is also engaged in efforts to make women's voices heard in published material in the geographic regions. In India, UNIFEM's regional office is, in collaboration with headquarters, supporting (jointly with the Aga Khan Foundation, Canada) the publication of a volume of eight case studies on women's economic empowerment. In Latin America, UNIFEM has worked for several years with an organization called *FEMPRESS* (RLA/92/W13), a women's media network that, among other things, moves information about women's issues and concerns into the mainstream press. It also works to ensure that women in different parts of the region are aware of what their counterparts are doing in other countries. In Africa, the WIDA publication project has fostered communication among women in the media, researchers and writers.

International Conferences

Although UNIFEM was involved in international conferences prior to 1990, most of these early experiences focused solely on women's concerns. It was not until the 1990s that UNIFEM began to view major international conferences on a variety of topics as a continuum of opportunities to make women's voices heard, and to advance women's involvement in these areas. UNIFEM staff generally agree that the organization's initiation with respect to "working a conference" rather that simply attending one, came with its involvement in the United Nations Conference on the Environment and Development (UNCED), held in Rio de Janeiro in 1992. Its experiences in United Nations conferences and summits -- on environment and development in Rio in 1992, on human rights in Vienna in 1993, on population and development in Cairo in 1994, and on social development in Copenhagen in 1995, illustrate not only UNIFEM's growing skills in this area, but also the development of an ability to link its experiences together and transfer lessons from project to project, issue to issue, and event to event. UNIFEM's first-hand experience in influencing international conferences is documented in *Putting Gender on the Agenda*, 30,000 copies of the English language version of this booklet and 8,000 copies in French and Spanish have been distributed to NGOs.

The Fourth World Conference on Women. However, if it can be said that organizations, like people, come of age, then the Fourth World Conference on Women was certainly UNIFEM's coming out party. From Huairou to Beijing, UNIFEM was the belle of the ball, the one everyone, government and NGO delegates alike, wanted to dance with. UNIFEM's leadership success arrived the old-fashioned way, they earned it. Several years before the FWCW, UNIFEM began preparations by supporting women's groups in countries around the world, to research and develop persuasive and well-documented positions papers at the country level on the issues and concerns affecting the lives of women. In Mexico for example, the research work was undertaken by teams of academics (to provide a theoretical base) working in tandem directly with experienced grass roots NGOs (to provide an empirical base), to identify key results achieved in their specific areas of

expertise in the last ten years.[2] The UNIFEM-led *process* of developing these documents, which was inclusive and highly participatory, and as a consequence, very influential, contributed enormously to their success.

UNIFEM's leadership at the FWCW was visible from the outset with the symbolic Peace Torch that was lit in South Africa jointly by UNIFEM and the African Women in Crisis (AFWIC), and which journeyed through war-torn Africa before arriving at Huairou at the opening ceremony of the NGO Conference that preceded the official conference in Beijing. This torch was passed around from hand to hand against background singing of *Moving Forward*, and became the symbol that galvanized women's aspirations and energies as the working force for the FWCW. UNIFEM was the only international organization mentioned in the opening at Huairou of the NGO Conference, and who was prominently mentioned at the Plenary of the FWCW itself. UNIFEM was equal parts leader, benefactress, counsellor, and colleague at the special events of the NGO conference in Huairou, and the expert consultant, whose advice and approval many delegations sought, at the official Conference in Beijing. UNIFEM was visibly present when First Lady Hillary Rodham Clinton, Honorary Chair of the United States delegation, caught the world's attention by her ringing endorsement of UNIFEM's message at the Plenary session:

> *If there is one message that echoes forth from this conference, it is that human rights are women's rights and women's rights are human rights, once and for all.*

The consensus reached in Beijing will now serve as a standard towards which each government of the world should strive, spurred on by the UNIFEM-strengthened networks of NGOs that were so effective and central to the discussions in the preparations, at the NGO conference and later at the FWCW itself. The principles behind this world-wide consensus are that:

- Violence against women in all its forms must be stopped.
- Girls should be protected and valued equally with boys in their families and by societies.
- Women must have access to education and health care of a high quality, and to the levers of economic and political power.
- Family responsibilities should be shared.
- The right of women to control their own fertility, and equality in sexual relations, are fundamental to women's empowerment.
- Freedom of expression is a prerequisite to human rights, which are women's rights.

Sustainability and Impact

One of the evaluation's major objectives was to shed light on the broad question of impact and sustainability at the different points at which UNIFEM programmes operate. Evaluation findings show that UNIFEM project and non-project activities almost always focus at one or more levels within a framework that includes, at the most abstract level, international organizations, and

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[2] In Mexico these areas included: distribution of power in decision-making; gender disaggregated statistics; violence against women; access to health and education benefits; feminization of poverty; women and jobs; women and the environment; and old age and women.

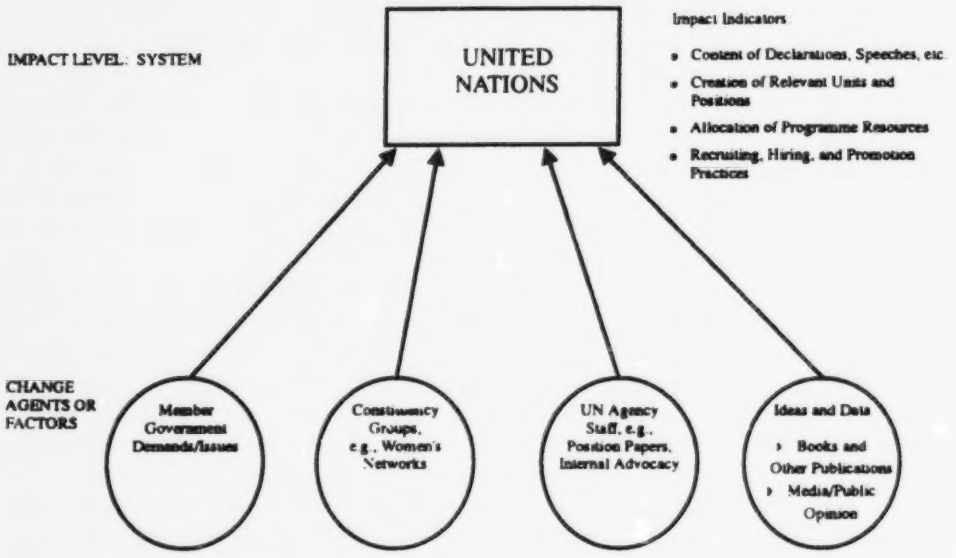
particularly the development-oriented agencies within the UN system. National and local governments are a second, or systemic level on which UNIFEM initiatives for change focus. Closer to the women it represents, UNIFEM has tried to encourage the formation of organizations and networks, and to promote positive changes in those that already exist. Its work also aims at women on an individual basis, through projects that create real opportunities to increase one's livelihood or one's level of involvement in community and national decision-making processes.

UNIFEM's impact at these different levels is interactive. Changes it helps to bring about in women's organizations and networks can lead, in turn, to changes in government policies. *Ad seriatim*, policy changes lead to changes in women's rights, freedoms, access to goods and services, and to changes in their income and well-being. Even when they appear to have a single focus, UNIFEM's projects and activities can be shown to have ripple effects across this continuum.

Sustainability is related to this continuum, and consequently to impact. Sustainability is defined as a situation in which impact, i.e. desired change or transformation in an organizations or individual is "durable," and in which resources (material or human) continue to be available to maintain this change. Because of the material and human dimension, sustainability can be both ideological and financial. The former involves changes in ideas, attitudes and awareness which can be sustained even without material resources. Yet without financial resources to buttress these ideas or attitudes, impact will likely remain at the level of a few committed individuals. Sustainable systemic and organizational changes are not likely to occur. It is within this context that one can better judge UNIFEM initiatives at different levels: UN, governmental, organizational and individual.

UNIFEM and the UN. UNIFEM efforts to bring about change at the level of the UN have taken several forms. Through "mainstreaming" projects and inter-agency meetings and initiatives, on a daily basis, UN staff at headquarters and the field bring gender concerns to the attention of their colleagues. Finally, through its support to preparation and participation in UN conferences, UNIFEM has tried to change the UN's agenda, and in doing so, change the agenda of every country in the world in regard to issues that involve and are of concern to women. *Figure ES-1* shows the modalities through which UNIFEM has pursued changes at the level of the UN. Indicators of impact against which the success of its initiatives can be judged are also shown.

Figure ES-1


IMPACT LEVEL: SYSTEM
UNITED NATIONS
Impact Indicators
• Content of Declarations, Speeches, etc.
• Creation of Relevant Units and Positions
• Allocation of Programme Resources
• Recruiting, Hiring, and Promotion Practices
CHANGE AGENTS OR FACTORS
Member Government Demands/Issues
Constituency Groups, e.g., Women's Networks
UN Agency Staff, e.g., Position Papers, Internal Advocacy
Ideas and Data
› Books and Other Publications
› Media/Public Opinion

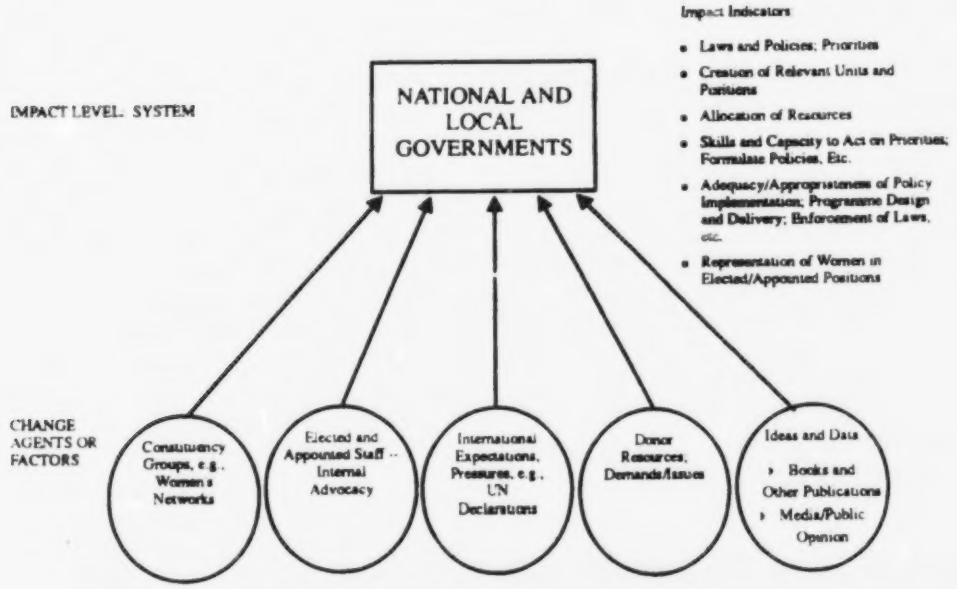
Of all of the ways in which UNIFEM has attempted to bring about change in the UN, national and international conferences are where there has been most impact. The preponderance of evidence suggests quite strongly that commitments which focus on women, included in the Vienna Declaration on Human Rights and in Agenda 21, would not be there, at least not in the form in which they were finally included, had it not been for UNIFEM. While the same can and should be said for the Platform of Action that came out of the Fourth World Conference on Women in Beijing, it is easier to take for granted UNIFEM's impact on the UN agenda through conference proceedings that, by definition, focus on women, than it is in declarations that come out of conferences which did not, when they were conceived, have any reason to focus on women or women's concerns.

Nonetheless, UNIFEM's enormous success in meeting the needs and interests of women in developing countries is embodied in the Platform for Action, the final document of the Fourth World Conference on Women, held in Beijing, China in 1995, which is a powerful and progressive statement regarding the empowerment of women. That 189 nations of the world were able to reach consensus regarding the status of women, the obstacles to their advancement, and the action necessary to empower them, is testimony to the women of the world who organized themselves into a powerful force, and a testament to UNIFEM, the organizing force behind the organized women.

In addition, as the country evidence shows, these conferences and particularly the Beijing Conference, serve as a vehicle through which UNIFEM plays a pro-active role in raising awareness among UN agencies and leveraging their resources in favor of activities that benefit women. At least four cases, Brazil, India, Mexico and Senegal show particularly strong impact in this regard since the Beijing Conference appears to have either initiated or strengthened the process of inter-agency collaboration in a way that appears to be sustained *ex-post*. And as might be expected through cause and effect, this collaboration affects government programmes.

UNIFEM and National Governments. At the government level, UNIFEM is pursuing change through a variety of change instruments, as Figure ES-2 suggests. High on the list of the factors that are leading to change at the national government level, are the declarations that emerge from UN global conferences. By convention, a country's support of such declarations commits it to develop national policies that reflect those commitments. Working at the country level, in the Asia/Pacific region in particular, UNIFEM is having a discernable impact on national development plans and statistical systems. In Latin America and Africa, women's machineries and groups are primary vehicles for change. Globally, UNIFEM's initiatives in the "marketplace of ideas," through its publishing programme and its support of media projects and networks, also focus on national governmental policies.

Figure ES-2

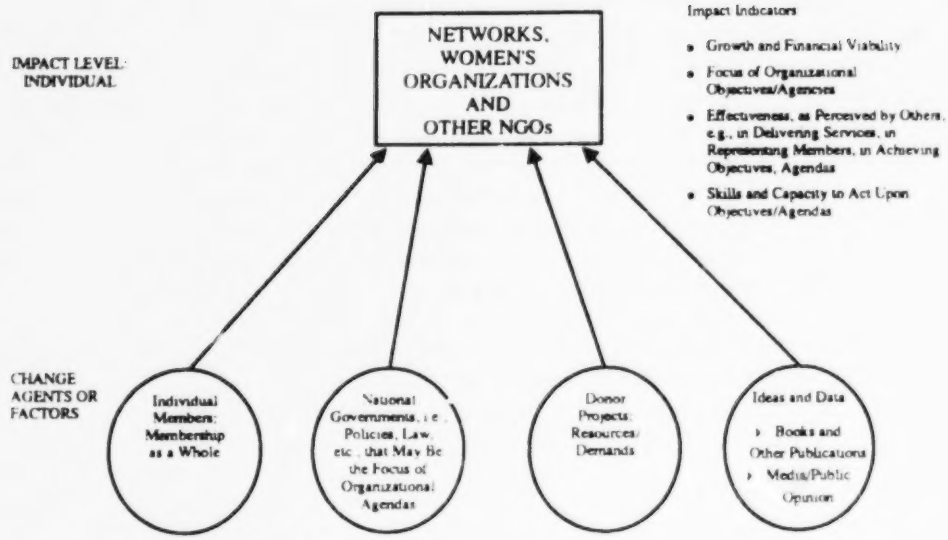

Impact Indicators
• Laws and Policies; Priorities
• Creation of Relevant Units and Positions
• Allocation of Resources
• Skills and Capacity to Act on Priorities; Formulate Policies, Etc.
• Adequacy/Appropriateness of Policy Implementation; Programme Design and Delivery; Enforcement of Laws, etc.
• Representation of Women in Elected/Appointed Positions
IMPACT LEVEL: SYSTEM
NATIONAL AND LOCAL GOVERNMENTS
CHANGE AGENTS OR FACTORS
Constituency Groups, e.g., Women's Networks
Elected and Appointed Staff -- Internal Advocacy
International Expectations, Pressures, e.g., UN Declarations
Donor Resources, Demands/Issues
Ideas and Data
› Books and Other Publications
› Media/Public Opinion

/...

The evaluation findings from field data suggest that impact and sustainability, at the level of national governments, results from initiatives aimed at changing national laws, followed by formulation and implementation of policies and programmes that support legislative reform. These changes need to be informed by reliable data and statistics. No country programme examined during the field visits addressed all of these determinants of sustainability, presumably due either to lack of resources or of strategy. For example, successes in promoting legal reform in Brazil have not been supported by a critical mass of agencies and policy-makers and practitioners that are gender sensitive, even though some of the individual projects made small-scale attempts to do so. In contrast, in the Philippines where great efforts have been made to gender-sensitize policy-makers and planners, i.e. impact at the level of the individual, similar attention has not been given to legislative or policy reform at the system level within each of the agencies chosen. The initiative rests primarily at the level of the Executive, and is thus subject to change if there is a change in the President. In contrast, in Brazil the approach has focused first on systemic changes, through the signing of legally binding protocols between the women's machinery, the CNDM, and four other ministries. With the protocols as a foundation, the next step will be to work at the level of the individual, sensitizing key people within the target ministries. In some ways, Mexico has been less ambitious, but extremely effective, in working primarily with SEDESOL, the Ministry for Social Development to provide gender development planning and training. Yet all of these alternative approaches face challenges because resources will be difficult to acquire without data, statistics and technically solid analyses that document women's needs and/or gender gaps. Here, the experiences of India, Indonesia and, more recently, Mexico in the development of systems to gather gender sensitive statistics are critical. The ultimate test of sustainability, of course, is in the type of gender-sensitive programmes that emanate out of governments, and the resources committed to them on a long term basis. The type of approaches and programmes that evolve will influence the strategy and the tasks that fall upon non-government organizations. Tanzania offers an interesting case in point of how gender-sensitive government programmes were designed to be phased out and carried on by independently-run NGOs.

UNIFEM's and Women's Organizations and Networks. The evaluation found that absent UNIFEM's support, a number of women's organizations, particularly networks of women's organizations, would either not exist, or if they existed would not be as large and as strong as they are today. Examples of organizational impact are shown in Figure ES-3. OFAN's existence stems from efforts UNIFEM initiated. Well known organizations such as GROOTS, DAWN, Flora Tristán, Rede Mulher, APDF, ACAFEJ, and WILDAF have benefitted from UNIFEM support, and become stronger in the process. Countless organizations have received recognition, credibility, exposure and international recognition as an outcome of UNIFEM linkages and support. Furthermore, books and other publications supported by UNIFEM reach women's organizations all over the world, bringing with them new ideas as well as "how to" advice. The evaluation was able to partially document some of these impressive and intricate networks and linkages that have resulted from UNIFEM initiatives. These include international, national, regional and local networks and linkages among NGOs, government, academic and business organizations in each of the nine countries visited.

Figure ES-3


IMPACT LEVEL: INDIVIDUAL
NETWORKS, WOMEN'S ORGANIZATIONS AND OTHER NGOs
Impact Indicators
• Growth and Financial Viability
• Focus of Organizational Objectives/Agendas
• Effectiveness, as Perceived by Others, e.g., in Delivering Services, in Representing Members, in Achieving Objectives, Agendas
• Skills and Capacity to Act Upon Objectives/Agendas
CHANGE AGENTS OR FACTORS
Individual Members: Membership as a Whole
National Governments, i.e., Policies, Law, etc., that May Be the Focus of Organizational Agendas
Donor Projects, Resources/ Demands
Ideas and Data
› Books and Other Publications
› Media/Public Opinion

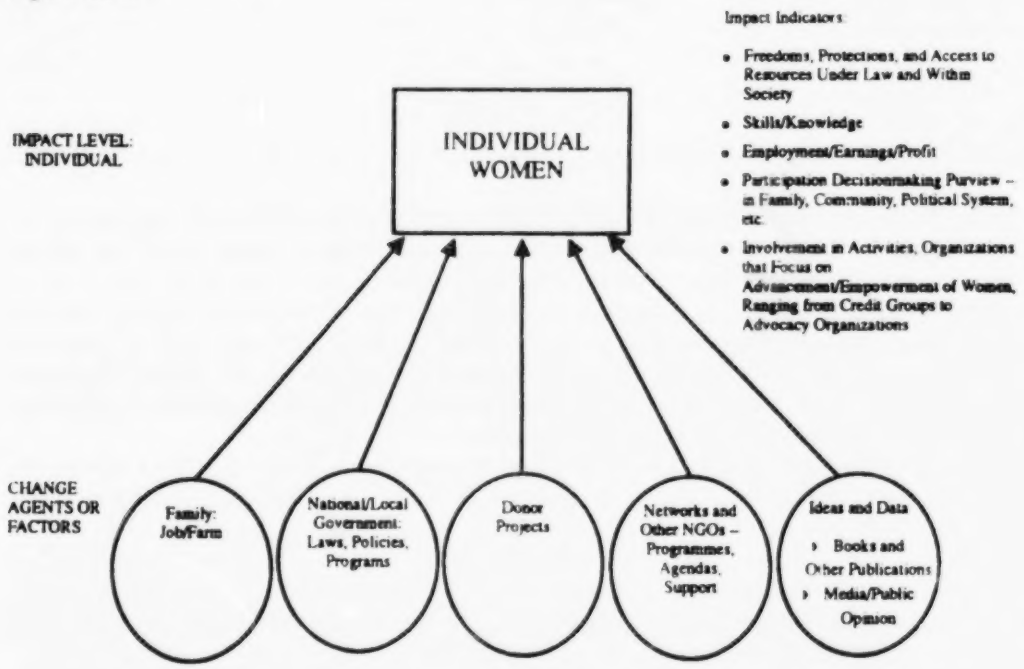
NGOs have also been assisted by actions that UNIFEM takes to bring about changes at the level of national and local government, for they help to create a climate in which NGO's can operate and women's voices are heard. Concurrently, UNIFEM has supported activities on the part of NGOs which put internal demands and pressure on governments. The UN mantle, in conjunction with grassroots mobilization, has had measurable impact, notably in Latin America where a democratic renaissance has provided fertile ground for civil society organizations of the type supported by UNIFEM. One outcome is that more resources are now being provided to women's programmes, although field data shows that these amounts are still minuscule.

While this range of factors can have an influence on women's organizations and networks, an important measure of organizations is their ability to persist over time, i.e., their financial viability, fund-raising ability, management capacity, and the growth of their membership, as well as the issues on which they focus, and their skill in bringing those issues to the attention of those fostering policy and programmatic changes. These are viable measures of institutional sustainability. UNIFEM's initiatives in this regard have been minimal and recent. They center around an institutional strengthening initiative for Flora Tristán in Peru, Rede Mulher in Brazil, and AAWORD in Africa. Yet this approach is highly practical for resource-poor organizations throughout the world, for it reduces their vulnerability in competing for the same limited WID funding, retards donor fatigue, and diminishes continuous reliance on outside funding.

The issue of impact and sustainability is also important to the organizations implementing direct economic activities, such as UNIFEM's income and credit generation projects. Field data indicate that although many of these initiatives have had impact, their sustainability is more questionable. Although the evaluation team did not carry out the kind of research effort that would allow it to comment on how UNIFEM-funded credit projects rated relative to other micro-enterprise credit projects, in terms of fostering enterprise growth, job creation, expansion of markets and sales or rising incomes, the evaluation found that loan recovery rate information, a primary indicator of the programmes' (and implementing organizations's) survival potential, was not clearly documented. In India, for example, the evaluation found that income-generation projects appeared much more sustainable, than those in Namibia, Mexico and Brazil where there are mixed outcomes in terms of ultimate longevity. In some countries, such as Cuba, where the democratic process is closed, income-generating projects, while only affecting a relatively small number of women, provide a vehicle for UNIFEM, as a UN agency, to interact with government officials, and thus, provide an means for influencing women's issues and concerns.

UNIFEM and the Individual. UNIFEM initiatives that affect women as individuals take many forms. Some are direct, such as UNIFEM's income-generation projects, which were evaluated in Brazil, India, Namibia, Senegal and Tanzania. Others are indirect, as *Figure ES-4* indicates.

Figure ES-4


Impact Indicators:
• Freedoms, Protections, and Access to Resources Under Law and Within Society
• Skills/Knowledge
• Employment/Earnings/Profit
• Participation Decisionmaking Purview – in Family, Community, Political System, etc.
• Involvement in Activities, Organizations that Focus on Advancement/Empowerment of Women, Ranging from Credit Groups to Advocacy Organizations
IMPACT LEVEL: INDIVIDUAL
INDIVIDUAL WOMEN
CHANGE AGENTS OR FACTORS
Family: Job/Farm
National/Local Government: Laws, Policies, Programs
Donor Projects
Networks and Other NGOs – Programmes, Agendas, Support
Ideas and Data
› Books and Other Publications
› Media/Public Opinion

In assessing the impact and sustainability of UNIFEM project and non-project activities on women as individuals, one must look for evidence to changes in women's status and empowerment, i.e., the freedoms and projections they enjoy; their access to resources; their employment and earnings; and their involvement in decision-making processes that affect their communities and their

nations. Multiple examples of this impact, or lack thereof, were found in all of the countries visited. Highlights of UNIFEM impact in these areas include changes in the degree to which national laws and policies protect human rights and discourage violence against women, coming out of the UN Conference on Human Rights, which are indirectly traceable to UNIFEM actions. At a more direct level, UNIFEM projects at the country level have provided services and counseling to victims of violence, as well as training and income-generation opportunities to thousands of women.

The evaluation findings suggest that given limited resources, major impact, at the level of the individual, occurs when resources are committed to changing laws and policies, followed by educating women on their rights. Thus, a Brazilian project of women legal promoters which only cost $2,500 had a huge impact on individual women's lives, and was able to attract great donor attention and resources. Other initiatives that affect individuals, but that appear to have broader impact are those that target persons that are in leadership positions, such as the President of Domestic Workers Federation, who later form national and international networks, and influence those whom they lead. Another example is training Parliamentarians who then introduce gender-sensitive laws that affect millions, as was done in Paraguay, or in Morocco where, as a result of the WID Cell project, a specific chapter for women's concerns was added to the country's National Strategic Note.

Another alternative to reach individuals is through programmes and projects that deliver needed services. Credit programmes and counseling to victims of domestic violence are examples of initiatives evaluated during the field work. The evaluation found that there appears to be repressed demand by individuals for a number of services UNIFEM projects provided. Thus, a project in Brazil counseling victims of violence that normally served about 700, served 300 more women the year it had UNIFEM funding. Service delivery programmes require resources and a viable institutional framework. In the case of the violence programmes examined there appears to be strong organizations without resources, in the case of the credit programs just the opposite.

The major question around initiatives to benefit individuals is the extent they are sustainable. Some of the advocacy initiatives that change a person's perception or legal status may forever change a life. Yet others that do not make women more self-sufficient as individuals probably are not. Examples of these are programs to combat violence that do not provide economic alternatives to women victims of abuse, who then return to their old situations. The evaluation team found examples of this phenomenon in UNIFEM violence projects. Others are income-generation projects which do not appear to be financially sustainable, as is the case in one of the projects in Namibia.

2. **Assess institutional capacity and structure of the Fund vis-a-vis resource utilization, programme delivery, management and control at the headquarters and field levels.**

In accordance with the Beijing Declaration and its Platform for Action, adopted by 189 Governments, and guided by the UN Secretary-General's report to the 50th General Assembly, and General Assembly Resolution 39/125, UNIFEM has defined its Mission as being:

- to promote the economic and political empowerment of women in developing countries,

- to ensure the participation of women in all levels of development planning and practice,

- to act as a catalyst within the UN system for efforts to link the needs and concerns of women to all critical issues on the national, regional, and global agendas, and

- to play a strong advocacy role by fostering a multilateral policy dialogue on women's empowerment.

In line with these new directions, UNIFEM reorganized its regional units (Africa, Asia/Pacific, Latin America/Caribbean and Technical Advisory) into two sub-units. One sub-unit is to focus on the *economic* empowerment of women, and the other on the *political* empowerment of women, with separate geographical focal points for Africa, Asia/Pacific and Latin America and the Caribbean that serve both sub-units.

Political and Economic Empowerment. The principal aim of UNIFEM's *Economic Empowerment Programme*, as reported by Noeleen Heyzer, UNIFEM's Director to the UNDP Executive Board in January 1996 is to:

- increase women's access to and control over the means to make a living on a sustainable and long-term basis, and

- receive the material benefits of this access and control.

In order to accomplish the above, UNIFEM's Economic Empowerment Programme intends to focus on: 1) globalization and economic reform, with a focus on trade and new technologies; 2) sustainable livelihoods, with emphasis on women and enterprise development, and 3) natural resource management.

The principal aim of UNIFEM's *Political Empowerment Programme* aims to:

- increase women's control over their lives both within and outside the household, and

- increase the ability of women to influence the direction of society.

In order to accomplish the above, UNIFEM's Political Empowerment Programme intends to focus on: 1) strengthening the role of women in governance and decision-making at all levels; 2) human rights and violence against women, and 3) peace building and conflict prevention.

Organizational Structure. As already noted, Pre-Beijing, UNIFEM had been organized by geographic or regional units. This structure allowed UNIFEM to adapt to the specific needs of each geographical region, and allowed the staff to identify with region-specific concerns and issues. The weakness of this structure was that it emphasized horizontal coordination within a region, rather than linkages across regions in functional areas. Partly to address this weakness, partly to respond to the Platform for Action and the Secretary-General's guidance, and primarily due to a large

downsizing recommended by the Executive Board (8 of 29 positions were cut) UNIFEM reorganized itself into a *functional structure*.

A *functional structure* groups together common functions from the bottom to the top of an organization. In UNIFEM it locates all the administrative people in the Administration Unit, the communications people in the Communications Unit, the economic empowerment specialists in the Economic Empowerment Unit, and the political empowerment specialists in the Political Empowerment Unit. In addition to enabling UNIFEM to accomplish its functional goals (Economic and Political Empowerment), one strength of this structure is that it promotes in-depth skill development of employees in their respective units. However, this structure really works best for organizations that operate in a stable environment, with low uncertainty, and with routine technology -- the actions and techniques used to change organizational inputs (staff and resources) into outputs (project results). UNIFEM operates in a very unstable environment, with high uncertainty and with technology that, by its very nature (innovative, catalytic, experimental) cannot be described as routine. In fact, one might argue that the point at which UNIFEM's strategies become routine (e.g. because of wide diffusion) is the point at which UNIFEM should abandon them, either to other implementors or to other donors.

On the other hand, the strengths of the former *geographical or regional structure* include its suitability to fast change in unstable environments; its greater client satisfaction, because geographic responsibility and contact points are clear; it allows units to adapt and respond to regional and geographic concerns and issues; and it decentralizes decision-making.

Organizational Culture. Every organization has a culture, which describes its own way of doing things. UNIFEM has a very special culture, one that is richly developed and deeply rooted in a system of values and belief, which are shared by its members, that distinguish it from all others. Some organizational theorists have termed this type of organizational culture *ideological*.[3] While most NGOs typically have an ideological corporate culture, many commercial firms are also said to have *ideological cultures*, they include McDonalds, Hewlett-Packard and IBM. The distinguishing feature of an *ideological culture* is its unifying power: It ties the individual to the organization, generating an *esprit de corps*, a "sense of mission." In effect, an integration of individual and organizational goals that can produce synergy, where parts of a system, working together, can produce more than they can apart.

The salient features of an *ideological culture*, which accurately describe UNIFEM are: rich system of values and beliefs; rooted in a sense of mission; clear, focused, inspiring, and distinctive mission; and coordination through selection, socialization and indoctrination of its members.

An *ideological* organization works best in small units, loosely organized, and highly decentralized, which explains UNIFEM's success under its former *geographic structure*, which fits this description well. However, a weakness of this type of organizational structure is in the area of control and accountability, which is precisely where UNIFEM has encountered problems in the past (see *Financial Administration* below).

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[3] Mintzberg, Henry. *Mintzberg on Management: Inside Our Strange World of Organizations*. The Free Press, A Division of Macmillan, Inc. New York: 1989.

And lastly, an *ideological* organization is frequently, if not always, faced with two threats: isolation on the one hand, and assimilation on the other. The first threat, isolation, fits UNIFEM's initial history and the latter, assimilation, appears to be a current threat.[4] However, management theory posits that these twin threats perpetually attend an *ideological* organization.

Communications and Coordination. Communication activity and frequency typically increases as task variety increases. In organizations such as UNIFEM, where frequent problems require more information sharing to solve problems and ensure the proper completion of activities, there is a constant vertical and horizontal flow of information. In addition, the form of communication typically varies by task "analyzability." When tasks are highly analyzable, statistical and written forms of communication (memos, reports, rules and procedures) are frequent. When tasks, such as the bulk of those performed by UNIFEM, are less analyzable, information typically is conveyed face-to-face, over the telephone, or in group meetings.

UNIFEM fits the pattern described above of requiring constant information sharing to solve problems and ensure the completion of activities, due to the wide variety of tasks it performs. UNIFEM also fits the pattern of requiring a larger than normal number of meetings and telephone contacts due to the low "analyzability" of those same tasks.

While relatively recent technological advances (computers, networks, voice mail, faxes, e-mail, pagers, cellular phones, teleconferences and even video conferences) have made communications and coordinations much more rapid, agile and dynamic, the UNIFEM staff have yet to benefit fully from this new technology. There is no centralized programme/project network or database to which everyone has access. The majority of the staff's computers rely on out-dated, outmoded technology which is not capable of handling Windows software. While there is a Local Area Network (LAN), only 21 of UNIFEM's 48 computers are able to run Windows applications. This situation seriously hampers communication and coordination in an organization that must rely heavily on constant information sharing.

Systems and Procedures. UNIFEM's programme and project development processes appear to have become progressively more formal than had been the case during its initial years of operation as the Fund for the Decade for Women. These processes, that guide the formulation of strategies and decisions about resource allocation, are contributing to the emergence of common themes and more frequent linkages between projects, which is beginning to characterize UNIFEM's programming.

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[4] Madeleine K. Albright, United States Ambassador to the United Nations, in a February 21, 1996 letter to Professor Diogo Freitas do Amaral, Chairman of the High-Level Working Group on Strengthening the UN System, has suggested that UNIFEM should not be an independent bureaucracy, but rather should be incorporated into UNDP, arguing that "it is not advisable to have the concerns of women appear to be restricted to one UN entity, but rather they should be fully integrated into all development efforts."

UNIFEM's programme strategy development, project design, appraisal, monitoring and evaluation systems are all undergoing reassessment and revision, pursuant to management decisions made in early 1996, which are outlined above. These have realigned UNIFEM's programming priorities and processes, as well as its organizational structure. So far, the primary changes appear to be in the project identification and approval process, the abolition of the Direct Action Ceiling (DAC) as a modality for carrying out projects/activities, and the reorganization of the Project Appraisal Committee (PAC), to be headed by UNIFEM's Deputy Director. Briefly, the new PAC processes and procedures which have been instituted are:

Programme and Project Identification. Programmes and projects formulation occurs throughout the year and is included as part of either the annual workplan, the quarterly reports, or by special communication with UNIFEM personnel. Once agreement is reached on a concept, a 2-3 page proposal is developed and input sought from either the Political Empowerment or the Economic Empowerment Units, as appropriate. For proposals of less than $60,000, approval is given directly by the Section Chief on the basis of a written proposal. For proposals over $60,000, the proposal goes for review to the PAC in New York, after review by the relevant empowerment group, before being submitted for funding to any donor agency.

Financial Administration. A review by UNDP's Division for Audit and Management Review (DAMR) of the financial situation of UNIFEM was requested in early 1995, primarily to address the causes of a potential financial deficit of $13.6 million which UNIFEM appeared about to incur at the end of 1994. The DAMR determined that the primary cause of the potential deficit was an error in the operational reserve calculation that generated over-allocations, subsequent over-expenditure, and a resulting deficit. While it is an accepted fact that UNIFEM unknowingly over-committed funds, there appears to be no question that the funds were spent on legitimate, worthwhile and needed programmes and projects.

DAMR estimated that, if voluntary contributions continued at the same rate, it would take through 1997 to recover the $13.6 million and that allocations to new projects could only be made in 1998. However, at this time, through extraordinary voluntary contributions by several cooperating countries, in particular the Netherlands, Japan, Norway, Switzerland, Germany and Canada, the potential deficit has been avoided, and new projects are ready to begin.

The DAMR recommended additional corrective actions to those that had already been undertaken by UNIFEM prior to DAMR's review in three areas: 1) implementation and strengthening of financial monitoring and internal controls; 2) review of project commitments for rephasing and/or cancellation, and 3) reduction of biennial administrative expenditure and technical support costs.

In response, UNIFEM has conducted a review of its entire portfolio, and rephased or cancelled many projects and activities. A review of its administrative expenses and technical support costs was also undertaken, and reductions were made as appropriate, including the freezing of 8 staff slots (4 professional and 4 general services staff) at headquarters, as recommended by the Executive Board.

In addition, UNIFEM has developed step-by-step Programme Cycle Guidelines for financial programme and project management. These guidelines detail 17 specific activities that must be

undertaken, from determination of programme ceilings, to the final closing of individual projects, as well as the person responsible for each activity and the timeline, where applicable. These guidelines have been reviewed by the evaluation team and found to be more than sufficient to address the DAMR recommendations with regard to significantly strengthening UNIFEM's financial monitoring and internal controls. In addition UNIFEM has rescinded the partial funding mechanism which was in place when the potential financial deficit occurred, and which was deemed by the DAMR to have been a contributing factor.

3. **Assess the effectiveness of the Fund's work with its collaborators both in the field and at headquarters.**

The United Nations itself, as well as other international organizations, national governments and NGOs, are among UNIFEM's multiple collaborators. The evaluation found that both in headquarters and field, UNIFEM has been generally effective and well regarded in its work with collaborating agencies for its inputs to their work with women. The rare exceptions from this generally favorable picture seems to emanate from situations in which there is a confusion of mandates vis-a-vis other organizations, or poor communications.

However, a major unrealized opportunity for UNIFEM lies within UNDP itself. UNIFEM is not, and needs to become, an executing agency for UNDP programmes, in order to access UNDP funds. At present doing so is considered comingling of funds and is against UNDP's financial rules and regulations. In addition, UNIFEM is currently exploring the means for providing technical backstopping to the UNDP Resident Coordinators on the implementation of Beijing's PFA at the country level. UNIFEM is currently serving in this capacity in Thailand, Indonesia and Zimbabwe, with its own personnel, with no financial support from UNDP. If it is to continue to expand these service to other countries, as it has been requested, it will need to receive additional financial resources. In addition, UNDP needs to direct each of its country offices to undertake a certain level of activity, in each of their countries, in support of the PFA, as well as prescribe UNIFEM's involvement and participation, in order to enhance these country-level activities.

Collaboration with UN and Other International Agencies

The adoption of a gender-sensitive approach to development planning and implementation, which at times involves the creation of Women in Development units or positions in UN system agencies, task forces and other UN-funded entities is not a responsibility which falls exclusively or even primarily on UNIFEM. All UN system organizations, according to various resolutions, have certain responsibilities for ensuring that their operations and programmes adequately reflect a concern for gender and women in development issues. UNIFEM's mandate within this context is to be of assistance, where appropriate, to other UN agencies in their efforts to carry out this system-wide mandate. In practice, UNIFEM has carried out this role in a number of ways. Its staff participate as gender specialists on project formulation missions of other UN system agencies; they serve as gender focal points for some UNDP offices, and often chair interagency gender task forces and informal meetings at the country level. They also participate, at the agency level, in interagency meetings, workshops and seminars and bring to them a gender perspective. The evaluation found that the ability of UNIFEM to collaborate and participate in these ways differs by country, and depends on the willingness of collaborators to give UNIFEM "a seat at the table." This situation

tends to make collaboration highly personalized, and leads to variations, related to the personal influence and regard that individual UNIFEM staff members can command. At the field level in particular, collaboration is highly determined by the personality, connections, charisma and personal influence strategy pursued or not pursued by UNIFEM staff and UNDP/WID Focal Points.

In most of the countries visited, the collaboration and influence of UNIFEM was positive. For example, in Senegal, UNIFEM/Dakar has been requested to provide advisory services to major partners on critical documents, UNDP Country Strategy Notes and documents, as well as participate in consultative meetings with other international agencies such as the World Bank and USAID. In Tanzania, UNIFEM has been responsible for conducting gender training for other UN agencies and has a lot of influence on other agencies' programmes. In Brazil, UNIFEM served as an important bridge between the government and other donor organizations vis-a-vis identification and sharing of WID initiatives, and defining a methodology for permanent communication and possible co-funding. In India, UNIFEM shares information about its mandate and objectives with other UN agencies and donors. It co-chairs the Interagency Group on Gender and Development and hosts/chairs quarterly meetings with the Large Donor Group and multi and bilateral donors. It is a member of the UNDP Project Approval Committee which reviews all UNDP projects. UNIFEM also participates and gives technical guidance and gender expertise to missions of various agencies including UNDP, ILO, UNIDO, UNESCO and USAID. In the Philippines, UNIFEM contributed with UNDP to the UNDP Human Development Report that incorporated concepts such as gender empowerment, gender measurement and GAD index, and a gender-sensitive Eighth Economic and Social Development Plan. In Mexico, UNIFEM participates in the interagency JCGP working group constituted by UNICEF, UNFPA, UNDP, and other development agencies. Through these meetings, UNIFEM staff have been able to insert gender considerations into the development planning thinking of these agencies. In each of these cases the evaluation team found that the RPAs or UNDP/WID Focal Points are highly influential. In other countries, this was not necessarily the case. In Indonesia UNIFEM has not established the wide set of linkages with UN agencies that it has in other countries, particularly in terms of getting other agencies to plug in resources for activities. In this instance, part of the explanation lies in recent staff changes. However, there are indications that this situation may be changing since UNIFEM is now part of a new inter-agency working group, established when the UNIFEM Director launched the implementation of the Beijing PFA at the national level in Jakarta.

There are a few cases of less than optimal collaboration. Two that the evaluation team found instructive are the strained relationships between UNIFEM and INSTRAW, and between UNIFEM and DANIDA in Tanzania. Although each of these cases has a complex background, two of the salient common features appear to be disagreements on the interpretation of their respective mandates, and what each party perceives to be a lack of transparency in communication.

Collaboration with Governments

Much of UNIFEM's work with government has centered on mainstreaming and there are wide variations in how mainstreaming actions have evolved. Field visits showed that in Mexico,

Morocco and Namibia, UNIFEM worked with one government agency to remove the constraints that impede women from full and equal participation in the economy and society. In other countries such as Brazil and the Philippines, UNIFEM projects and activities worked with several Ministries. UNIFEM has also worked with various women's machineries for example the SADAC WID Programme or the CNDM in Brazil. In Asia, UNIFEM has worked to gender sensitize government planning and statistics, which has led to similar efforts in Mexico. In various countries UNIFEM has also organized gender training for government officials at the decision-making level. UNIFEM has also been deeply involved in working with governments to prepare position papers for UN conferences. The evaluation found that in almost every case, UNIFEM's collaboration with national governments has been extremely effective. Among all the countries visited, only in Indonesia were central government officials working in WID not intimately familiar with UNIFEM initiatives.

While the evaluation did document some cases of problems with governments, these seem to have occurred in cases where government agencies were the implementing agencies of UNIFEM projects, but did not have the human or material resources or capacity to provide backstopping. The evaluation team found these types of problems in Namibia and Tanzania. In the Philippines and India, problems with government arose due to delays in the provision of project counterpart funds on the part of the government.

Collaboration with NGOs

UNIFEM's work with its NGO collaborators has been outstanding in its ability to create and strengthen networks. The evaluation amply documents the multiplicity and effectiveness of these networks that were developed and enhanced through advocacy, project and non-project activities, and which were strengthened immeasurably by UNIFEM's support of their research and positions papers. These were developed through very inclusive and participatory processes, as part of the preparatory activities for the FWCW held in Beijing. These networks center on human rights, violence, women and the environment, and economic and political empowerment. Indeed, network building and network development appears to be one of UNIFEM's comparative advantages which could and should be tapped by other agencies seeking organizations through which to channel development resources.

Capacity building and network development. Almost from the outset, UNIFEM's global, regional and technical advisory initiatives have included undertaking project and non-project activities which helped to create and strengthen women's and other NGO organizations and networks that took an interest in women's issues. The Once and Future Network (OFAN), an element of the Technical Advisory Section's science and technology emphasis, illustrates UNIFEM's willingness to invest in the creation of networks that did not previously exist. Established in 1993, it has since grown to include over 100 organizations, most of which are themselves networks and about half of which are organizations based in developing countries. Similar support is now being given to organizational development and network building through a UNIFEM project on women's rights as human rights. Two other major long-term network initiatives have been with GROOTS (Grassroots Organizations Operating Together in Sisterhood) and DAWN (Development Alternatives with Women for a New Era).

Regional or country projects in support of women's groups have generally had a specific focus. They might foster entrepreneurship as with the TOTOTO project in Kenya, or build capacity to provide services such as credit in Tanzania, or to assist women in situations of violence in several Latin American countries (ISIS International). One recent initiative has focused on improving the organizational efficiency and effectiveness of two NGOs with which UNIFEM has worked extensively over the years: Rede Mulher in Brazil, and Flora Tristán in Peru. In addition, numerous women's organizations have been given assistance over the years to prepare for and travel to national and international conferences, including UN Conferences, and, more recently, training in how to influence the agendas and outcomes of such conferences.

In Africa, UNIFEM has supported many different institutions and networks. Evaluation data collected in Senegal and Morocco provide ample evidence of UNIFEM's important role. In Senegal among the networks that UNIFEM has promoted and supported are an *Informal Donor's Network;*, *the Network of Associations on Violence*; the *Network of Legal Clinics; Women Living Under Muslim Law Network and WILDAF (Women in Law and Development in Africa).* In Morocco, UNIFEM helped to strengthen the resource mobilization capability of the Collectif du Maghreb, a North African NGO network.

In the Asia/Pacific region UNIFEM has chosen to work with strong partners, so efforts at capacity building are somewhat less than in other regions. In Vietnam and Laos, it seized what it viewed as a unique opportunity to transform former state apparatus for women into useful organizations focused on the issues and concerns women would face in market-oriented economies. In India, UNIFEM India has worked to build networks, coalitions and alliances, particularly through the Beijing preparatory process, that include research institutions, peasant women, pioneers of the women's movement, academicians and key staff of government ministries. UNIFEM in India also supports activities that help women's organizations gain confidence in their abilities. It helps foster the enabling environment to empower women's organizations to share their experience, expertise, wisdom and practical knowledge with the government and civil society. In Indonesia, capacity building and network development has focused primarily on the academic sector, rather than on NGOs as in other countries. In the Philippines, political coalitions of women's NGOs have been particularly strengthened by the Beijing preparatory process.

In Latin America and the Caribbean, growing democratization has led to a flourishing of non-governmental groups. Within this setting, UNIFEM has been a key promoter of women's organizations, strengthening them both individually and in networks through various project and non-project activities. These have included groups and networks working to promote women's citizenship and legal rights for women and to combat violence. Projects have also promoted linkages between women's NGOs and social service agencies, the academic and private sectors, labor unions and federations, ethnic minorities, and marginalized groups such as domestic workers and prostitutes.

Networking aimed at linking women's organizations and other NGOs has been simultaneously pursued by UNIFEM at the regional, national and sub-national (provincial) levels. Because resources are scarce, UNIFEM staff identifies a tension between funding for national and sub-national networks, noting that at the sub-national level, the effects of UNIFEM's support is often highly visible. National level policies and processes, however, are normally of greater interest to

national networks. In several countries, national networks that received UNIFEM support have developed a policy or political focus as was the case in the Philippines, Brazil, the Dominican Republic, Paraguay. These initiatives have been tied to elections, and constitutional revisions or legal reform.

Networks have also emerged to address issues that concern sub-populations, such as a network that focuses on issues that concern black women in the region, which evolved out of a UNIFEM funded meeting of Black Women in the Caribbean, which was also attended by black women from other countries. The Federation of Household Workers in Brazil, which received UNIFEM assistance once UNIFEM's Consultative Committee approved work on human rights issues, is another example of the emergence of an entity that deals with issues that concern a sub-population of women in a region. These projects also demonstrate UNIFEM's ability to address diversity within the women's movement.

One of UNIFEM's important contributions in networking is the founding of the *Coalition on Women and Credit* which promotes and disseminates successful micro-lending approaches for women entrepreneurs. Several case studies co-funded by UNIFEM and produced by the *Coalition* and *Women's World Banking*, provide invaluable information for other institutions to effectively reach women micro-entrepreneurs with credit. These include case studies of SEWA Bank in India, ADOPEM in the Dominican Republic, FINCA in Central America, Bank Rakyat in Indonesia, FOPINAR in Ecuador and the World Council of Credit Unions. In addition, the *Coalition* produced videos of women entrepreneurs in Bolivia *(Banco Sol)*, Bangladesh *(Shakti Foundation and Grameen Bank)*, and Kenya *(Women's Finance Trust)*, which were influential at Beijing in persuading delegates to the FWCW that women were economic victims in need of safety nets. As a result of UNIFEM and the *Coalition's* lobbying, language was eventually adopted in the PFA which focused on women's economic empowerment and the encouragement of national policy changes to ensure low-income women's access to financial services.

In addition to assisting women's organizations, networks and NGOs with direct support, the evaluation team found that UNIFEM has used its UN status to "grease the wheels" with persons in positions of power or influence. Sometimes this support led to the provision of funds, or resources in kind, or the provision of buildings for use in NGO programmes. Examples of this kind were seen in St. Martin, Trinidad and Brazil. Other types of activities which UNIFEM has supported in several countries includes newsletters or bulletins, seminars, conferences and workshops which help women's groups to communicate with and learn from each other. This is yet another approach UNIFEM has used successfully to build and enhance networks.

4. Make concrete recommendations based on the findings of the evaluation, past experience and in light of global strategies for action agreed at the Fourth World Conference on Women on UNIFEM future strategies, programmes, structure and operational tools in the interests of effectiveness, development impact, sustainability and accountability.

The recommendations of this evaluation, which are based on our findings, our past experience, and on the Beijing Platform for Action (PFA), revolve around UNIFEM's future strategies and programmes, as well as its structure and operational tools. These recommendations,

which are listed below, are made in order to enhance UNIFEM's effectiveness, impact, sustainability, and accountability.

A. Recommendations Regarding UNIFEM's Future Strategies and Programmes

1. UNIFEM should remain an autonomous and separate organization within the UN because it is a unique repository of knowledge and experience on how to identify and advocate for women's needs and rights, and how to work with established and emerging organizations to address them.

To the extent that UNIFEM is effective in mainstreaming, and as other organizations take up programmes/projects for women, the need for an independent agency addressing women's needs could be questioned. This view is particularly seductive when other agencies have more resources to devote to women's programmes, when an organization has experienced any kind of financial problem, or when operating in a scarce-resource environment, such as the one the UN is currently experiencing. The evaluation finds that UNIFEM's role is more than to serve as a provider of resources for women's programmes and women's organizations, or to develop "innovative and catalytic" projects and programmes. For an untold number of women's organizations throughout the world, UNIFEM's goals, organizational culture and activities, function as the bridge that allows them to enter the mainstream, and supports them once there. UNIFEM has been likened to a *big sister* which nurtures, sustains, encourages, pushes and unites a wide variety of women and women's organizations, to demand their "place at the table" with governments, international donors and local communities. The evaluation found that no other organization in the UN system is held in as high esteem by women's groups as UNIFEM, notwithstanding its limited resources.

In addition, the evaluation specifically rejects the United States Ambassador's suggestion that UNIFEM be absorbed by UNDP. It is estimated that UNDP currently destines only 2% of its resources for programmes that address the needs and concerns of women. Even if the UNIFEM budget could remain segregated for women once absorbed into the UNDP, this would raise UNDP's total budget for women to only 3%, but at a cost of losing access to the hundreds of women's groups and myriad of women's networks around the world that UNIFEM has so carefully and successfully nurtured over the last two decades. Given UNIFEM's record of accomplishments to date and its potential for the future, it is not an overstatement to say that the damage to women, if UNIFEM were to cease to exist as a separate, autonomous agency, would be catastrophic.

2. UNIFEM's resource base should be significantly increased, commensurate with the growing demand for its services in the implementation of the FWCW Platform for Action.

Given the range and importance of the FWCW's Platform for Action, and the meager resources the donor institutions of the world have been willing to place at the disposal of women, it is imperative that UNIFEM's resource base be significantly increased. In this regard, the evaluation strongly supports and echoes the words James Gustave Speth, UNDP Administrator, spoke in his Plenary address to the FWCW:

> *The Human Development Report tells us that while women are the primary nurturers of families, they also spend more time than men at work. If their labour were given a proper*

market value, women would emerge as the major breadwinners... Understanding the universe of gender relations, which vary enormously from culture to culture, is no easy task. But it must be done by having men and women as equals at the table... No society can realize its potential while repressing the talents of half its people...

... UNIFEM can provide a lever to help women lift themselves to their full potential. But the force of that lever is only as strong as the funds provided by governments. UNIFEM should double its size and then double it again if it is going to be the strong arm that the world's women are justly demanding.

3. ***UNIFEM is encouraged to continue its current programme directions in light of the guidelines suggested by the Beijing Platform for Action, but to more sharply define priorities vis-a-vis anticipated activities in light of resources made available to it.***

The evaluation found that UNIFEM has made considerable efforts to define and sharpen its programme focus in light of the recommendations of the Fourth World Conference on Women. However the needs and demands are many, and the budget is modest. UNIFEM must thus engage in more serious strategic planning of its programme on a global, regional and country basis. It must define areas of results it can accomplish within its budgetary constraints for maximum impact and sustainability, benefitting the largest number of beneficiaries. This recommendation suggests that there should be more discussion (within UNIFEM and with collaborators in headquarters and field) of the relative merit and pay-off of activities and results at the system, organizational and individual level.

While UNIFEM appears to have made strides in moving from isolated project approaches to a more cohesive programme approach, which is to be desired, it has also, in the process, moved away from thinking in project terms, which is not equally to be desired. It is the opinion of the evaluators that UNIFEM now runs the risk of abandoning projects altogether, as it is begins to aggregate objectives into "programmes" that are really just a series of sometimes barely related activities. A development project is an instrument of change which allows us to manage for and monitor results. A project, by definition, is also something at which one can fail (or succeed). In abandoning projects, a time-honored, management-tested way to clarify objectives, define activities, assign responsibilities and track resources, in order to accomplish specified results, UNIFEM will deprive itself of the ability and the methods it needs to track and measure performance, at a time when it is becoming ever more urgent and important that it be able to communicate and demonstrate measurable results. If UNIFEM is to significantly expand its resource base, it cannot continue to do so based on the needs of women alone, accountability will demand that it be able to demonstrate *results*.

4. ***UNIFEM should continue to work at the international and national levels to improve the conditions and minimize the discrimination faced by women, especially poor women.***

One of the major objectives of political and economic empowerment is to reduce gender gaps. In its programmes and advocacy work, and its mainstreaming with international and

government agencies, UNIFEM should continue its efforts to enable women to receive resources, opportunities and services, not in and of themselves, but to also to reduce inequalities that exist between men and women. Crucial in the fulfillment of this recommendation will be to produce high quality, policy-level documents on women's conditions and needs, and to more fully document discrimination and gender gaps through gender sensitive statistics.

5. ***UNIFEM should continue to play a strong brokering role between Governments, the women's movement, women's organizations and networks.***

The evaluation has shown UNIFEM's exceptional ability to act as a broker between government and civil society, particularly vis-à-vis the identification of the needs and aspirations of women. UNIFEM's UN mantel provides legitimacy to women's voices, confers status on their organizations, lends credibility to their concerns, and can mark the road to begin addressing their needs, the road to empowerment. UNIFEM should further strengthen its brokering capacity, and encourage national and local governments to establish and sustain a continuing dialogue with women's organizations and networks, and to complement UNIFEM resources to identify needs and define programmes with and for women.

6. ***UNIFEM should continue to work with women's organizations and networks, and should concentrate on building their organizational capacity and financial viability.***

The evaluation found that one of UNIFEM's great strengths is its ability to work with local groups and organizations. Many of UNIFEM's efforts have helped organizations establish themselves, gain recognition and make their demands heard. The evaluation is replete with examples of UNIFEM's high success rate in furthering this goal. Yet many of these organizations are now at a crossroads, gratified with their accomplishments, yet still facing serious problems of institutional sustainability without UNIFEM and/or other outside funding. This situation is not unique to women's organizations, it is confronted by NGOs throughout the world. Yet women's organizations need to reconcile feminist ideology with organizational growth and financial sustainability. UNIFEM should continue to support organizational capacity to address and advocate for women's needs and rights, and, in addition, UNIFEM should develop and strengthen their capacity to increase membership, raise local funds (government and private) and become financially sustainable. In this realm, UNIFEM can use as a point of departure its experiences in Brazil and Peru with the organizations, *Rede Mulher* and *Flora Tristán*, as well as those of the *Instituto de la Mujer* in Spain.

7. ***UNIFEM's project design and management systems should be strengthened and organized into a Managing for Results approach, in order to ensure the monitoring of projects and the measurement of results, impact and sustainability of benefits.***

With scarce resources, and an expansive mandate, UNIFEM must be continuously mindful of strategy and opportunities for leverage. All activities undertaken need to be considered in terms of their potential contribution to solving the most important structural problems adversely affecting the lives of women. As a practical matter, this means that projects which assist small organizations or limited numbers of women should be undertaken only when they help to develop and disseminate

approaches and capacities with prospects for application to bigger groups and fundamental problems. Sometimes UNIFEM projects can, should, and do work directly on major issues of policy and political will. On other occasions, however, strategies have more steps and are more incremental, and involve the use of UNIFEM resources to develop and test new ideas with prospects for replication; expose people to solutions and approaches that have proven their worth in other locations; build the capacity of key institutions; or simply draw attention to central problems. In some cases, the strategy might be more indirect, such as in the case of Cuba, where undertaking a small income-generation project provided the opportunity for UNIFEM to interact credibly with a range of government officials on a host of broader policy issues. Each of these strategies has been used successfully by UNIFEM, in particular situations, and needs to be judged by the exacting standard of whether it is truly reasonable to hope that the small investments made by UNIFEM have the potential to leverage large changes in the status quo, either nationally or internationally.

New proposals for UNIFEM funding should be scrutinized from a strategic perspective, the logic for undertaking a particular activity should be considered, not only from the perspective of the project's direct beneficiaries, but also with respect to the effects the project can be expected to have on the kinds of larger problems and needs cited above. Wherever possible, UNIFEM should continue to examine the viability of these strategies by monitoring whether pilot and demonstration projects really do lead to replication, and whether policy and institutional strengthening activities really do result in increased prominence for women s issues in national and international fora.

Sometimes it will be practical to conduct such monitoring on a relatively formal basis, but even where it is not, UNIFEM should encourage its programme staff to be self critical in terms of the broader consequences of the activities they undertake and to collect any evidence they can that bears on the plausibility and impact of the strategies they pursue.

These considerations should be incorporated into UNIFEM's criteria for project selection and should be made available, along with other selection criteria, to potential applicants for UNIFEM assistance.

*8. **UNIFEM should continue to document and disseminate both its own experiences as well as women's experiences, in order to make the link between micro and macro levels of development, and encourage the sharing of experiences across regions.***

As noted in Recommendation 1, UNIFEM is a unique repository of experiences on activities and projects designed for, by and incorporating women. These experiences, both best and worst practices, can serve UNIFEM staff and women's groups in different countries, as well as Gender Focal Points in the UN and other international agencies. They can also help decision-makers to understand the possible causal linkages between policy and its effects on individuals, which in turn, affect the whole.

9. UNIFEM is encouraged to continue to bring its experience and technical capacity into international conferences and fora, since their efforts have significantly impacted international and national results in favor of women's needs and concerns.

Another outstanding area of UNIFEM achievement documented in this evaluation, is its role in international conferences and fora, particularly vis-à-vis UN Conferences. Contrary to the sometimes espoused notion that UN Conferences are a waste of resources, the evaluation found that Conferences served an important role by fomenting dialogue and collaboration among international agencies, national, local governments and civil society, particularly at the preparation and post-conference stages. In the case of UNIFEM, the efforts centered around giving visibility to women's issues and concerns, advancing their socio-economic position, and getting agencies to commit resources and develop approaches to address them. International conferences have also helped local organizations and their members from all parts of society to graduate from being local to world class players, share experiences, and create and strengthen their networks.

10. UNIFEM should find mechanisms to leverage UNDP's financial resources to benefit women, including becoming an executing agency for UNDP.

To date, UNIFEM has made insignificant progress in leveraging UNDP resources and in impacting on UNDP programmes. In a recent call for financial assistance for its programmes, UNIFEM was able to access only minimal resources from UNDP. In addition, it is estimated that UNDP currently destines only 2% of its resources for programmes that address the needs and concerns of women. Further, UNDP has little to no opportunity for contact with the women's organizations and networks which UNIFEM actively nurtures and supports. And, conversely, these women's organizations and networks have little to no opportunity to place their needs and concerns before the attention of UNDP policy makers and programme planners. This situation needs to be remedied. It is recommended that UNIFEM and UNDP explore avenues for mutual cooperation as well as ways to bring their joint resources and expertise to benefit women's needs and concerns.

In addition, UNIFEM is not, and should become, an executing agency for UNDP programmes, in order to be able to access UNDP funds. At present, UNDP cannot transfer funds to UNIFEM, as doing so falls under the category of commingling of funds, which is against UNDP's financial rules and regulations. Certification from UNDP/BFA and approval from the Executive Board is required to become an executing agency.

11. The United Nations agencies, including UNDP, should be encouraged to recognize the value of the experience and expertise accumulated in UNIFEM, and to consider devising mechanisms to pay for it when it is accessed.

The evaluation found generally good collaboration between UNIFEM and other UN agencies, often as a result of the outreach of UNIFEM staff members particularly the RPAs. UNIFEM serves an important advisory role to other agencies, commenting on critical documents, reviewing projects, serving/heading committees, providing technical assistance. Staff time involved in performing these activities is an opportunity cost for UNIFEM in terms of meeting the administrative and technical needs of its own programmes. UNIFEM and other organizations are

encouraged to dialog on how reciprocity can be built into collaborative activities, particularly given UNIFEM's meager resources relative to those of other agencies.

In this regard, UNIFEM is currently exploring means for obtaining the additional resources it would require for the provision of technical backstopping to the UNDP Resident Coordinators in the implementation of Beijing's PFA at the country level. UNIFEM is currently serving in this capacity in Thailand, Indonesia and Zimbabwe, with its own personnel, with no financial support from UNDP. If it is to continue to expand these service to other countries, as UNIFEM is being requested to do in support of the PFA, it will need to receive additional resources, *both* human and financial.

12. UNDP should prescribe specific levels of resources in each country for the implementation of the FWCW's Platform for Action, as well as UNIFEM's technical assistance and guidance in the process.

In 1995, when UNIFEM was facing a potential financial deficit,[5] a communication was sent to the field by UNDP's Administrator, requesting country programmes to consider either absorbing or contributing to UNIFEM country programmes. Given that absolutely no programmes were absorbed and that no UNDP contributions were generated, and given UNDPs abysmally low funding for women's programmes, which has been estimated to be in the neighborhood of 2%, it is imperative that UNDP prescribe and direct each of its country offices to undertake a specific minimum level of activity, tied to a percentage of country programme funds, in support of the PFA. In addition, UNDP should prescribe UNIFEM's direct involvement and participation in this process, in order to provide technical assistance and guidance in support of these activities.

13. UNIFEM should summarize, publish and widely disseminate its Advocacy tools, approaches and methods.

UNIFEM appears to have developed significant Advocacy tools, approaches and methods, of the calibre of their highly effective publication *Putting Gender on the Agenda*. These Advocacy tools, approaches and methods should be adapted and translated, for use in different geographical regions.

In addition, UNIFEM should create a Home Page site for its Advocacy tools, systems, methodologies and approaches on the World Wide Web for efficient distribution, and up-to-the minute dissemination of information to NGOs around the world.

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[5] The potential financial deficit was due to an error in the operational reserve calculation, which has been addressed, and the use of partial funding mechanisms, which have been abolished.

B. Recommendations Regarding UNIFEM's Structure and Its Operational Tools

14. UNIFEM should maintain flexibility and accountability in its administrative procedures, in order to respond to the needs of women.

As noted in Recommendation 1, the overwhelming majority of women's organizations interviewed during this evaluation noted they had thrived because of the flexibility of UNIFEM's administrative procedures relative to those of other more rigid and bureaucratic donor organizations. Notwithstanding, UNIFEM must also guard not to deviate too broadly from the results it seeks, and must hold itself, and those whom it funds, accountable for specific impact-level results, as opposed to activities.

15. UNIFEM should be significantly strengthened in terms of its staff and human resources.

UNIFEM staff currently have the necessary skills, expertise and experience to address UNIFEM's world-wide programmes. However, their numbers are grossly inadequate for the tasks at hand. The recent downsizing, in response to the Executive Board's recommendation to freeze 8 UNIFEM positions by 1997, while contributing to a necessary reduction in administrative costs, also led to a restructuring of the organization that is not in consonance with its mission and mandate (see *Recommendation 18*). In addition, the downsizing has created an untenable burden for those UNIFEM staff members that remain, since the PFA has effectively increased UNIFEM workload.

It is recommended that the eight staff positions, that have been frozen, be reinstituted, and that additional human resources be made available to UNIFEM in order that it may be in a position to contribute to and assist with the implementation of the Platform for Action in countries around the world.

16. UNIFEM should increase its number of Regional Programme Advisors.

UNIFEM currently has only ten Regional Programme Advisors (RPAs) that are expected to operates in 65 countries, e.g, the Senegal RPA is supposed to cover 25 countries, and the Zimbabwe RPA is supposed to cover 23 countries. The serious imbalance between the RPA's available time and their workload leads, necessarily, to a concentration on programmes and activities in the country of residence. UNIFEM needs to significantly increase its number of RPAs, in order to expand and deepen its regional coverage. This is particularly important if UNIFEM is to serve as a catalyst and function as an important resource to UNDP and other development agencies in the implementation of the PFA.

17. UNIFEM should strengthen and increase the number of training programmes it offers on a yearly basis for WID Focal Point persons within UNDP and other UN development agencies.

There seems to be some confusion as to the locus of responsibility for the training of UNDP/WID Focal Points in gender sensitive development planning. UNDP/WID Focal Points interviewed frequently received little or no training, nor were they familiar with UNIFEM strategies, priorities, systems and procedures. It is recommended that all UNDP/WID Focal Points world-wide

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receive training from UNIFEM in gender sensitive development planning and in UNIFEM methodologies, systems, procedures and resources. Given UNIFEM's paucity of resources, and the fact that the personnel being developed are UNDP staff, it is further recommended that UNDP pay UNIFEM to undertake this training.

18. UNIFEM's organizational structure should be aligned in such a way that it enhances inter and intra-regional collaboration and communication, and strengthens responsibility allocation and accountability.

During the evaluation period, UNIFEM was organized into a *geographic structure* which leads to greater client satisfaction because geographic responsibility and contact points are clear; it allows units to adapt and respond to regional and geographic concerns and issues; and it decentralizes decision-making. The weakness of this structure is that it emphasizes horizontal coordination with a region, rather than linkages across regions in functional areas.

Attempting to address the weaknesses which the *geographic structure* presented for UNIFEM, and being forced to cut 28% of its staff positions (8 out of 29) as recommended by UNDP's Executive Board, as well as attempting, at the same time, to address the dual agendas of Political and Economic Empowerment which UNIFEM received as an outgrowth of the PFA, UNIFEM chose to reorganize itself into a *functional structure* in February, 1996. This structure works best for organizations that operate in stable environments, with low uncertainty, and with routine technology -- the actions and techniques used to change organizational inputs (staff and resources) into outputs (project results). Given that UNIFEM operates in a very unstable environment, with high uncertainty and with technology that by its very nature (innovative, catalytic, experimental) cannot be described as routine, a functional structure is considered inappropriate for UNIFEM.

It is recommended that UNIFEM reorganize itself into a *matrix structure* which is the organizational design best suited to organizations, such as UNIFEM, that operate in high uncertainty environments, with nonroutine, interdependent technologies, and with dual goals of product innovation and technical specialization. The strengths of the *matrix structure* is that it can achieve the necessary coordination to meet dual demands from the environment (innovation and specialization); is flexible in the sharing of human resources across functional lines (political and economic) and across geographical regions; is suited to complex decisions and frequent changes in unstable environments; and provides opportunity for functional and geographical skill development. The weaknesses of the *matrix structure*, which need to be managed, are: it causes participants to experience dual authority, which can be frustrating and confusing; it means participants need good interpersonal skills and extensive training; it is time-consuming -- frequent meetings and conflict resolution sessions; and it will not work unless participants understand it and adopt collegial, rather than vertical-type relationships.

In order to manage against the weaknesses inherent in the *matrix structure*, it is further recommended that training be imparted to all UNIFEM staff members in management and interpersonal skills, including use of personal influence and conflict resolution strategies.

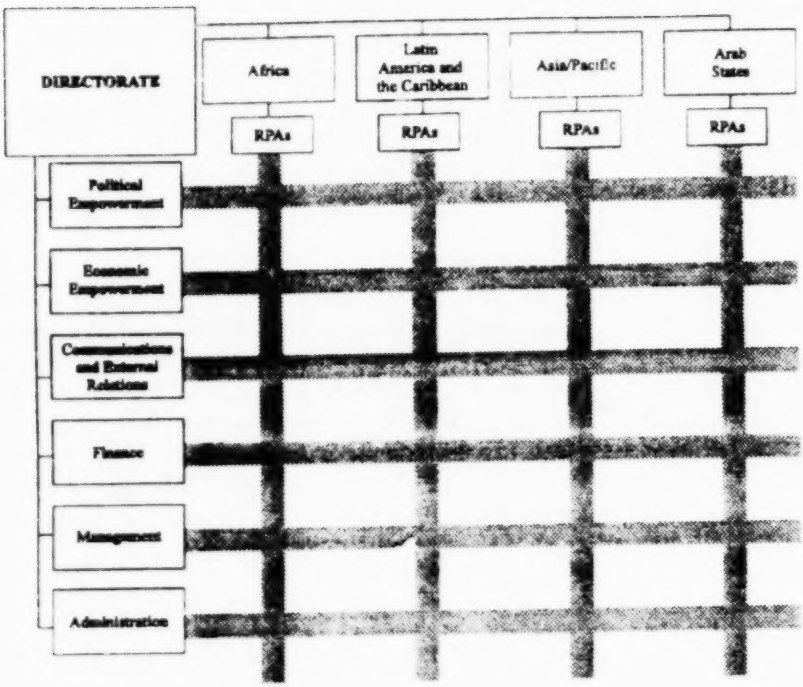

Figure ES-5. Matrix Structure

19. UNIFEM's work space and computer software and hardware should be significantly upgraded.

UNIFEM staff is currently working with badly out-dated systems, particularly in data base management, which reduces their ability to organize, analyze and share information. It is recommended that financial resources be allocated to provide the necessary hardware and software to install a state-of-the art Windows-based computer system for each and every UNIFEM staff member. The resources allocated should include an additional UNIFEM staff member to act as Computer Systems Administrator on a full-time basis.

In addition, the current work and office space, as well as its filing cabinets, are considered inadequate for UNIFEM's current needs, and will require expansion, with additional office space and meeting rooms at headquarters. It is further recommended that UNIFEM is in need of a state-of-the art file room with appropriate shelving and filing equipment, given that their current file space and equipment is considered inefficient and cumbersome, leading to disarray and disorganization.

20. UNIFEM should institute a Management Information System (MIS) that tracks all activities, programmes and projects from design to completion.

While UNIFEM's records are adequate for individual staff project management and at the Section level, this information is not readily available to the organization as a whole. It is recommended that UNIFEM institute a comprehensive MIS data base that tracks and monitors individual projects by function and by region, with information on project objectives, accomplishments, results, and impact, as well as fund approvals and actual expenditures (see *Recommendations 3 and 7*).

In addition, it is recommended that UNIFEM track all resources allocated to projects and activities, including additional outside funding and contributions, acquired through whatever means, in order to be able to document its effectiveness as a broker and its ability to leverage resources. Currently, UNIFEM's records track only what it terms *cost-sharing* contributions to its projects. UNIFEM does not systematically keep track of additional outside funding, nor does it track resources provided by governments and other donors for follow-on activities and projects, nor does it make any attempt to track "in-kind" contributions. This limits UNIFEM's ability to point to its own effectiveness as a broker, and does not enable it to quantify nor otherwise report on its ability to leverage resources.

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OTHER MATTERS

ACCOUNTABILITY IN UNDP

Report of the Administrator

SUMMARY

The present report is submitted pursuant to paragraph 3 of Executive Board decision 95/32. It provides the Board with a status report on accountability in UNDP. The Administrator is committed to a strong accountability culture and believes that the framework presented in the document will provide a solid foundation for both organizational and individual accountability.

The Executive Board may wish to consider the recommendation contained in chapter IV.

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I. PURPOSE

1. The present report is submitted by the Administrator pursuant to paragraph 3 of Executive Board decision 95/32. It provides the Board with a status report on accountability in UNDP. The Administrator is committed to a strong accountability culture and believes that the framework presented in the document will provide a solid foundation for both organizational and individual accountability.

2. UNDP has been at the forefront of the United Nations system in a number of areas that are critical to accountability. These include strategic planning, performance appraisal of staff, formulation of budget strategies, and financial accountability. UNDP chairs an inter-agency working group on evaluation (covering programme accountability) as well as one on procurement (covering accountability for a significant segment of expenditure in the delivery of programmes, projects and administrative support activities). UNDP has participated with the United Nations Secretariat on a number of initiatives, including the development of a new code of conduct/code of ethics.

3. The Administrator has recognized that while there is much that is right within UNDP from the accountability perspective, there are areas requiring improvement. There is also a need for the organization to establish better linkages among the various individual elements, bringing them into an integrated framework. By achieving this, assurance can be provided on accountability at all levels of UNDP.

4. In early 1996, UNDP engaged management consultants to study the UNDP accountability systems and make recommendations for a framework. The consultants' initial findings have identified six subsystems within UNDP that have a direct bearing on accountability. They are: the planning and programming system; the financial resources management system; the human resources management system; the material resources management system; the oversight system, including audit and evaluation; and the internal justice system.

5. Through the discussions that followed with the consultants, UNDP has been able to establish an operational framework for accountability that will be applied to the subsystems. This framework is similar to many managerial accountability frameworks that exist for national and international, public and private sector organizations. The Administrator is pleased to describe this framework below and expects that through its implementation, UNDP will achieve organizational and personal accountability based on principles of transparency, coherence and ownership of activities and/or results. In addition, periodic reporting to the Executive Board on accountability will be established.

II. THE ACCOUNTABILITY FRAMEWORK FOR UNDP

6. The accountability framework for UNDP is a four-step process involving the following elements:

(a) UNDP mandate, its mission and its goals;

(b) Shared values;

(c) Capabilities;

(d) Monitoring and learning.

Within each area, UNDP has identified: criteria or conditions for success; existing elements within UNDP; successes achieved; and preliminary areas to be addressed and strengthened.

UNDP mandate, mission and goals

7. UNDP has defined the conditions for success to include: objectives established and communicated; internal and external risks identified and assessed; policies established, communicated and practised; and measurable performance targets and indicators included in objectives and plans.

8. It is recognized that much is changing within UNDP to keep pace with the changing environment of Official Development Aid and technical cooperation activities. UNDP has already taken strides to redefine its mission - the Executive Board endorsed the UNDP mission statement at its annual session 1996 (decision 96/29). UNDP has solidly embraced a corporate planning approach and is linking organizational unit work plans and individual performance plans to the corporate plan to ensure that corporate objectives are attained. The UNDP plan is narrowing the organization's focus and elaborating more specific measurable targets and indicators.

9. UNDP recognizes the need to link the organization's resource planning, biennial budgeting and work planning systems. In this regard, UNDP is aligning the corporate plan and biennial budget cycles. The targets and indicators used in the planning process need to be refined and made more measurable. UNDP must improve the formulation and issuance of management decisions, including policy, and definition of authorities and responsibilities. As a first step, in March 1996, UNDP revised its senior corporate decision-making process through the creation of the Executive Committee.

Shared values

10. UNDP has defined the conditions for success to include: shared ethical values established, communicated and practised; human resource policies and practices that are consistent with values and objectives; authority, responsibility and accountability defined and consistent with objectives; and the creation of an atmosphere of mutual trust at all levels of the organization.

11. The study undertaken by the external consultants has confirmed that the staff of UNDP are highly committed to the purposes and ideals of the organization. However, there is insufficient understanding of acceptable conduct throughout the organization. With clearly defined and communicated policies, authorities and guidelines, including a code of conduct, UNDP can successfully decentralize operations with empowerment to the country offices.

UNDP has been working closely with the United Nations Secretariat on the development of a code of ethical conduct, and expects to build further on those results with a comprehensive set of guidelines for organizational and personal responsibility.

12. UNDP has initiated a human capital survey of its staff. UNDP is seeking information on how staff perceive the effectiveness of management processes; the service quality of the Office of Human Resources; and the effectiveness of human resources initiatives. The objectives of the survey are: to engage in a collaborative review of the personnel policies and practices in UNDP; to obtain proposals for improving equity, commitment, competence and involvement in human resources management; and to obtain benchmark data for the measurement of human capital.

Capabilities

13. UNDP has defined the conditions for success to include: people having the necessary knowledge, ability, skills and tools; effective communication processes; sufficient, relevant, timely and accurate information; coordinated decision-making; and control elements designed as integral parts of all activities and systems.

14. UNDP approved in 1995 a competency-based approach to its human resources management. A corporate training strategy was approved by the Executive Committee in 1996 and will be improved once a survey of core competencies for the future of UNDP is finalized. Critical to human resource management success will be further integration of the performance appraisal system with the core competencies and corporate planning processes. UNDP is also steadfast in its commitment to improved information systems.

Monitoring and learning

15. UNDP has defined the conditions for success to include: monitoring of the internal and external environments; monitoring performance against targets and indicators; challenging operational and strategic assumptions; assessing information systems; and implementing follow-up procedures.

16. The outcomes of monitoring and learning include: assurance on compliance with the accountability framework; reliability of reporting; compliance with legislation and policies; implementing corrective actions; and applying rewards and sanctions.

17. UNDP has taken a number of strides in the oversight area. The evaluation system includes an extensive evaluation database that has been decentralized to permit on-line access primarily by programmers at the country offices and throughout the organization. UNDP has launched a "Lessons Learned" publications series on key evaluations, through which best practices can be shared. UNDP issues annual reports on evaluation findings and on compliance with mandatory evaluations and also issues a biennial report providing statistical analysis of evaluation data.

18. Nine country offices have been designated as centres of experimentation, where new initiatives are piloted in a laboratory-style environment. In May 1996, a major workshop was held in Capetown, South Africa, where the Resident Representatives from the centres of experimentation and key staff from headquarters shared and assessed their experiences. Recommendations emanating from that workshop have been incorporated into the change process in UNDP.

19. The Division for Audit and Management Review has finalized a database to track the implementation of audit recommendations. Information related to all audit reports issued in 1995 and those through June 1996 has been entered and is being followed up.

20. As was approved by the Executive Board at its annual session 1996, UNDP will report annually on oversight activities. Internally, the Associate Administrator will be issuing circulars twice a year to report on sanctions that have been imposed for failures in performance or conduct.

21. This is an area where the most progress is needed and the Administrator is strongly committed to UNDP becoming a monitoring and learning organization. The Administrator recognizes that the lack of integrated accountability systems in UNDP has negatively affected the follow-through to conclusion on issues. The individual processes such as the Standing Committee on Personal Responsibility and Financial Liability process for financial accountability and the disciplinary process for misconduct are well established. The ad hoc process followed for UNIFEM and other cases involving managerial accountability, however, has demonstrated the need for a more comprehensive, coordinated approach to an internal system of justice. Improvements in case management are warranted. As a first step, UNDP has consolidated in one database all cases involving accountability, under the management of the Division for Audit and Management Review.

22. UNDP is developing the criteria and procedures for appraisal of Resident Representatives in their performance as Resident Coordinators, as well as in cases where they serve as Humanitarian Coordinators or Directors of United Nations Information Centres. Beginning in 1996, this enhancement will be incorporated into the normal performance appraisal of the Resident Representative by UNDP.

23. In order to facilitate the operation of the accountability framework, UNDP is establishing a management review/oversight committee to review and assess instances of apparent non-compliance. In addition, the committee will review reports on oversight matters and make recommendations to the Administrator, as appropriate.

24. In addition, UNDP needs to establish a system for incentives and rewards for good management, and communicate the information when such incentives and rewards are given.

III. CONCLUSION

25. The Administrator regrets the time it has taken for UNDP to report to the Executive Board on this matter. UNDP miscalculated the level of effort and time required to complete the study, given the comprehensive and over-arching nature of the exercise.

26. One goal of the UNDP change management process is to incorporate the empowerment-accountability relationship into all of the organization's business processes. It is anticipated that the study by the external consultants will be completed by October 1996 and that the findings and recommendations will be reflected in the core projects of the change management process under way in UNDP. Until the framework is fully implemented, the Administrator proposes to the Executive Board that he report orally at each session of the Executive Board on progress made.

IV. EXECUTIVE BOARD ACTION

27. The Executive Board may wish to:

1. Note the report of the Administrator on accountability in UNDP;

2. Support the direction being pursued by UNDP to make it a more effective, efficient and accountable organization;

3. Request the Administrator to report informally at each session of the Executive Board on the progress made to implement the accountability framework.

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BUDGET ESTIMATES FOR THE BIENNIUM 1996-1997

Revised budget estimates for the biennium 1996-1997

Report of the Executive Director

SUMMARY

The revised budget estimates for the biennium 1996-1997 for the United Nations Office for Project Services, contained in the present report have been reviewed and approved by the UNOPS Management Coordination Committee (MCC), and reviewed by the Advisory Committee on Administrative and Budgetary Questions. The report explains changes, endorsed by the United Nations Board of Auditors, that UNOPS has made in its reporting procedures to enhance the transparency of compensation paid to UNDP for services provided to UNOPS. It also provides justification for an increase of less than 1 per cent over the approved biennial estimates, the full amount of which UNOPS expects to be covered by its income. Finally, the report provides an update on UNOPS staffing arrangements. The Executive Board may wish to take note of the changed reporting procedures and to approve the revised budget estimates for the 1996-1997 biennium in the amount of $65,444,000.

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I. INTRODUCTION

1. The Executive Director submitted the UNOPS revised budget estimates for the biennium 1994-1995 and the budget estimates for the biennium 1996-1997 under document DP/1995/60. Following a review by the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and after taking note of the ACABQ report (DP/1995/45), the Executive Board, in its decision 95/31, approved the revised budget estimates for the biennium 1994-1995 in the amount of $58,439,000 and the budget estimates for the biennium 1996-1997 in the amount of $61,428,900. Both estimates contained staffing resources totalling 244 established posts: 91 Professionals and 153 in the General Service category. To finance the estimated administrative expenditures, the Executive Director projected (DP/1995/60) total income of $59,254,000 for the biennium 1994-1995 and $61,519,000 for the biennium 1996-1997.

2. In the biennium ended 31 December 1995, UNOPS earned $59,368,959 ($28,943,091 in 1994 and $30,425,868 in 1995). Actual administrative expenditures totalled $55,614,692: $27,926,628 in 1994 and $27,688,064 in 1995. Details of total actual expenditures are given in table 2. Thus, in the biennium 1994-1995, UNOPS income was $3,754,267 greater than its administrative expenditures. Compared to income projections and budget estimates, actual income earned by UNOPS was $114,959 greater than projected ($59,368,959 versus $59,254,000) while actual administrative expenditures were $2,824,308 less than estimated ($55,614,692 versus $58,439,000). Administrative expenditures in 1995 were less than projected, primarily as a result of end-of-year concern about total delivery and income, which resulted in the cancellation or postponement of some expenditures - including the staffing of vacant posts and upgrading of computers - that would otherwise have been incurred in 1995.

3. The Executive Director is pleased to report that in the first year of its existence as a separate entity, UNOPS was able to demonstrate the validity of the self-financing principle. Projections of income and the anticipated administrative expenditures proved to be reassuringly accurate. The UNOPS financial management model, introduced in 1995 and explained in document DP/1995/60, continues to be applied successfully, notably with regard to the management of staff-related costs mentioned in paragraph 2 above.

II. REVISED ESTIMATED INCOME AND ADMINISTRATIVE EXPENDITURES FOR THE BIENNIUM 1996-1997

A. Changes in reporting procedures

4. UNOPS makes payments to UNDP country offices to compensate them for additional costs they incur while providing services on its behalf. Previously, these amounts were reported as a reduction of income, rather than as an addition to administrative expenditures. Had UNOPS reported those payments as part of its administrative expenditures, both the income and the administrative expenditures would have been higher by the amount paid to the country offices. The net financial result is nil, as the two figures offset each other, but reporting them explicitly enhances the transparency of UNOPS financial activity.

This procedure will be followed starting from the 1996-1997 biennium, and has been endorsed by the United Nations Board of Auditors.

B. Income

5. Total income for the biennium is projected at $67,189,000: $59,689,000 from project implementation; $6,000,000 from services to the International Fund for Agricultural Development (IFAD); $1,400,000 from interest income; and $100,000 from accounting services provided to the Programme of Assistance to the Palestinian People (PAPP).

6. The projections of income are shown in table 1 and were made following the methodology applied in the past. The revised estimates total $67,189,000, or $5,670,000 more than the $61,519,000 projected in document DP/1995/60. The difference is mainly due to a change in procedures for recording: (a) payments made to UNDP country offices for services on behalf of UNOPS (see para. 4) and (b) interest on investments of the unspent income, including the UNOPS operational reserve. This is explained below.

1. Income from project implementation

7. Most of UNOPS income derives from the implementation of projects, which in turn depends on the size of the UNOPS portfolio. As shown in table 1, income from the implementation of projects in 1995 ($26,623,000) was 88 per cent of the total income of $30,426,000. The total portfolio for the 1996-1997 biennium (total of budgets of projects already accepted and expected to be accepted by UNOPS for implementation) is projected at $1,288,443,000. The Executive Director notes that this is a potentially encouraging development which, if sustained, will result in the growth of the UNOPS portfolio beyond the plateau of approximately $1 billion projected in document DP/1995/60.

8. As noted in paragraph 4, in the biennium 1994-1995, UNOPS transferred to UNDP a total of $3,084,447 to compensate country offices for services performed on its behalf: $1,314,240 in 1994 and $1,770,207 in 1995. In line with the changed reporting procedure outlined in that paragraph, projections of income from project implementation for the biennium 1996-1997 have been made on a gross basis, with estimated transfers to UNDP country offices totalling $3.5 million, or approximately $1.75 million per year.

2. Interest income

9. Prior to its separation from UNDP in January 1995, interest on the investment of unspent OPS income accrued to UNDP. This interest, totalling $683,727 in 1995, now accrues to UNOPS. It is estimated that approximately $700,000 per year, or an amount similar to that earned in 1995, will be earned in 1996 and 1997, or a total of approximately $1.4 million in the biennium.

C. Administrative expenditures

10. The revised estimates of administrative expenditures for the biennium 1996-1997 total $65,444,000, or $4,015,000 greater than the $61,429,000 estimated in document DP/1995/60. Of this increase, $3.5 million is accounted for by the reporting of payments to country offices as a separate line under the administrative budget. Consequently, the actual increase amounts to $0.5 million, less than 1 per cent over the original approved estimate. Details of the revised estimates are provided in table 2. Explanations for these increases follow.

1. Reimbursement to UNDP for services provided by UNDP country offices

11. As can be seen in table 2, UNOPS estimates payments to be made to UNDP country offices to total $3.5 million over the biennium, or $1.75 million per year.

2. Reimbursement for central services

12. Most of the essential groundwork for a revised agreement regarding compensation payable by UNOPS to UNDP for central services has been completed; the agreement will be finalized before the end of the year. Pending the finalization of the agreement, the revised budget estimates contain the same amount as that provided for in document DP/1995/60. However, in consultation with UNDP management, and with the intent of enhancing the transparency of such arrangements, a decision was made to have a separate agreement with the Division for Audit and Management Review (DAMR) to cover internal audit services to be provided by DAMR and the costs thereof. The agreement calls for a budget of approximately $800,000 per year, to which UNOPS has agreed and for which it will reimburse UNDP based on actual costs incurred by DAMR. Therefore, an amount of $1.6 million is being provided for the biennium under a separate line.

3. Other increases

13. Some other adjustments were made to increase various objects of expenditure based on expenditure patterns experienced in the biennium 1994-1995 and to reflect recent decisions of the Executive Director. The most significant increases are: $100,000 for subcontracts; $300,000 for rent and maintenance; and $100,000 for computer hardware. These adjustments were made to provide funds for such activities as: the production of videos and published material for informational purposes, at a cost of approximately $100,000 per year under subcontracts; the alterations to the conference room facilities in UNOPS headquarters premises, at an estimated cost of $190,000 under rent and maintenance; and additional funds required to maintain UNOPS competitiveness by upgrading some 200 computers (150 in 1996 and 50 in 1997), at a cost of approximately $3,200 each.

4. Staffing resources

14. As mentioned in paragraph 1, the Executive Board approved a total of 244 established posts for UNOPS: 91 Professionals and 153 in the General Service category.

15. Table 3 provides details of the staffing table and how the posts are filled. A total of 21 staff members have been recruited against established posts under the activities of limited duration (ALD) modality. The retention or abolition of these posts has no financial impact on UNOPS of either a positive or negative nature, since UNOPS, unlike other United Nations organizations, does not have a core budget which funds posts. The abolition of these posts could, however, restrict UNOPS ability to attract and/or accept candidates for certain assignments from staff within UNOPS and elsewhere in the United Nations system who are holding 100 and 200 series contracts. UNOPS is currently awaiting a report from DAMR regarding the ALD contracting modality, and consequently recommends at this time that the question of post abolition be kept under advisement until a more complete assessment of the implications is available.

III. EXECUTIVE BOARD ACTION

16. The Executive Board may wish to:

1. Take note of the report of the Executive Director on the revised budget estimates for the biennium 1996-1997 (DP/1996/36);

2. Take note of the changes in financial reporting procedures that have been introduced with effect from the 1996-1997 biennium; and

3. Approve the revised budget estimates for the 1996-1997 biennium in the amount of $65,444,000.

Table 1. Revised projections of project expenditure (UNOPS delivery) and UNOPS income for the biennium 1996-1997

(In thousands US dollars)

	Project budgets	Portfolio 1996-1997	Estimated delivery	Estimated income
Year 1996				
Project budgets				
Budgets of projects already accepted a/	451,012			
Add:				
Rephasing of 1995 unspent budgets b/	155,410			
Estimated value of 1996 budgets of projects to be accepted from 1 April to 31 December 1996	150,000			
Total estimated 1996 budgets at "peak level"	756,422	756,422		
Estimated 1996 delivery (60% of peak budgets)	453,853		453,853	
Unspent 1996 budgets (total peak budgets minus delivery)	302,569			
Estimated income				
On delivery (6.5 per-cent of estimated delivery)				29,500
From services to IFAD c/				3,000
Interest on accumulated unspent income c/				700
From services to the Palestinian Programme (PAPP) c/				50
Total estimated income for year 1996				33,250
Year 1997				
Project budgets				
Budgets of projects already accepted a/	93,169	93,169		
Add:				
Rephasing of 1995 unspent budgets b/	38,852	38,852		
Rephasing of 1996 unspent budgets (80 percent of $302,569)	242,055			
Estimated value of 1997 budgets of projects to be accepted from 1 April 1996 to 31 December 1997	400,000	400,000		
Total estimated 1997 budgets at "peak level"	774,076			
Estimated 1997 delivery (60% of peak budgets	464,446		464,446	
Unspent 1997 budgets (total peak budgets minus delivery)	309,631			
Estimated income				
On delivery (6.5 per-cent of estimated delivery)				30,189
From services to IFAD c/				3,000
Interest on accumulated unspent income c/				700
From services to the Palestinian Programme (PAPP) c/				50
Total estimated income for year 1997				33,939
Totals 1996-1997		1,288,443	918,299	67,189

Notes:

a/ Source: Funds Control System reports as at 31 March 1996.

b/ Total unspent 1995 budgets was $194,262. This amount was rephased 80 percent to 1996 and 20 percent to 1997.

c/ Income from these sources are projected to remain at the same levels as in 1995.

Table 2. Revised budget estimates for the biennium 1996-1997

(In thousands of US dollars)

Object of expenditure	Approved estimates 1996-1997 a/	Increase (decrease)	Revised estimates 1996-1997	Actual expenditures 1994-1995
Salaries	23,000	(600)	22,400	21,040
Common staff costs	13,000	(200)	12,800	11,704
Temporary assistance	2,000	0	2,000	2,844
Activities of limited duration (ALD)	2,500	800	3,300	1,349
Consultants	1,300	0	1,300	1,100
Overtime	250	0	250	285
Other staff travel	1,250	0	1,250	1,070
Contractual printing	90	30	120	40
Translation	50	0	50	7
Systems development contracts	1,000	0	1,000	745
Subcontracts	700	100	800	644
Rent and maintenance	4,400	300	4,700	4,509
Utilities	200	0	200	202
Rent and maintenance of equipment	200	0	200	189
Communications	1,900	0	1,900	1,592
Hospitality	10	0	10	6
Miscellaneous services	450	0	450	374
Office supplies	500	0	500	420
Office furniture and equipment	115	85	200	195
Microcomputers hardware and software	700	100	800	583
Transportation equipment	20	0	20	30
Reimbursement to NYCS/ICC	250	(100)	150	14
Subtotal	53,885	515	54,400	48,942
Reimbursement to UNDP:				
Services provided by UNDP/DAMR b/	0	1,600	1,600	
Other UNDP central services c/	7,544	(1,600)	5,944	
Subtotal - central services	7,544	0	7,544	6,673
Services provided by UNDP country offices d/	0	3,500	3,500	
Total - Reimbursement to UNDP	7,544	3,500	11,044	6,673
Grand total	61,429	4,015	65,444	55,615

Footnotes:

a/ As per Executive Board decision 95/31.

b/ The cost of these services was included in the sum of $7,544,000, provided for under Central services. UNOPS has entered into a separate agreement with DAMR, wherein the costs of services provided by DAMR are estimated at $800,000 per year.

c/ In document DP/1995/60, the amount of $7,544,000 was provided for under Reimbursement for central services. The reduction of $1.6 million is to adjust for internal audit costs, which are now provided for separately. (See footnote b)

d/ In the past, OPS treated the cost of these services as a reduction of income. To improve transparency, payments to UNDP country offices for services provided on behalf of UNOPS will be recorded as part of UNOPS administrative expenditures. Income will also be reported gross.

Table 3. UNOPS current staffing table

Category/ Post level	Established posts a/	Posts reclass-ified	Revised staffing table	Filled by 100/200 series staff	Filled by 300 series staff (ALD)	Under recruitment	Net vacant posts	Total
ASG	1		1	1				1
D-2	1		1	0		1		1
D-1	9		9	7			2	9
P-5	31		31	23	1	3	4	31
P-4	29		29	16	11	2		29
P-3	16	1	17	11	6			17
P-2/1	4	(1)	3	0	3			3
Subtotal	91	0	91	58	21	6	6	91
General Service								
Principal level	48	2	50	47	0	2	1	50
Other level	105	(2)	103	84	0	17	2	103
Subtotal	153	0	153	131	0	19	3	153
Total	244	0	244	189	21	25	9	244

a/ As per Executive Board decision 95/31